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ABSTRACT

This monograph is the result of a conference held on the subject of governance by consortium. The purpose of the conference was to listen, discuss, and react to four position papers prepared by individuals with differing points of view relative to the shared management of teacher education. This monograph begins with a general discussion of governance, consortiums, and decision making. The remainder of the monograph is divided into two sections. The first section presents position papers by individuals who occupy positions in four of the role groups most commonly included in consortial governance arrangements. These are university professors, public school teachers, school district administrators, and state department of education personnel. In the second section, three teacher education centers that are managed through consortial arrangements are described by the directors of those centers. These three centers were selected to represent consortiums between (1) an institution and several participating public agencies; (2) several institutions, several school districts, and an intermediate agency in a nonurban setting; and (3) a large urban school district and several institutions of higher education. (RC)

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GOVERNANCE BY CONSORTIUM

John H. Hansen, Editor

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Syracuse University School of Education

National Consortium of Competency-Based Education Centers

and

Multi-State Consortium on Performance-Based Education

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FOREWORD

The Multi-State Consortium on Performance-Based Teacher Education is pleased to make available to interested readers this discussion of one of the issues of current import in the continuing effort to improve teacher education.

The Consortium wishes to acknowledge its gratitude to the National Consortium of CBE Centers for permission to publish and distribute the catalog.

Readers interested in the governance of performance/competency based programs should find this publication particularly helpful.

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The opinions expressed herein should not be construed as representing the opinions of the United States Government, the Multi-State Consortium on Permance-Based Teacher Education or any of the states which are members of the Consortium, or the National Dissemination Center for Performance-Based Education, Syracuse University.

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PREFACE

The National Consortium of Competency Based Education Centers which assumes responsibility for the authorship of this paper is an informal association of institutions involved in the development and implementation of Competency Based Teacher Education. At the present time, there are nine National CBE Centers.

Florida State
Michigan State
Teaching Research/Oregon College of Education
Georgia
Syracuse
Houston
Wisconsin
Toledo
Columbia

Each of these centers is an outgrowth of CBE design and development activities initiated in 1968 as the Comprehensive Elementary Teacher Preparation Models with support from the National Center for Educational Research. Today these Centers are: (1) conducting research and development activities in the context of implementing a variety of pre-service, and in-service CBE Program Models and (2) providing developmental assistance and training services for those interested in installing competency-based education programs.

The Consortium: (1) serves as the coordinating body for the National CBE Centers; (2) serves as a conceptual forum focusing on the refinement and advancement of CBE concepts; (3) provides a source of CBE leadership at the national level; and (4) functions as a clearinghouse for the provision of developmental assistance to meet national priority CBE needs. The Consortium is currently engaged in developing two other major papers for national dissemination – one, a position statement on the criteria for competency-based programs and two, a careful examination of the needed research on CBE – and is planning for a series of regional and national "think-tank" symposia and publications on key CBE topics, e.g., needed research, performance assessment, quality standards, and materials development.

Each National CBE Center presents a unique profile of CBE activity and capability. All are engaged in some phase of implementing CBE programs – three have operational programs; all are developing and/or have developed CBE products such as teacher preparation modules, assessment systems, management systems, competency lists, theoretical papers, and descriptions of their programs.

Although today the Consortium is a formally organized group of leadership educators in competency based education, it began as an informal group who had been instrumental in developing and studying the feasibility of models for exemplary teacher education programs under grants from USOE. This original group met from time to time to discuss their investigations and to share their ideas. Through fundings from various USOE sources this group with occasional changes in personnel and designation has managed to continue its professional relationships through frequent meetings and conferences in the area of competency based education.

During the first few years of its organization the consortium divided its time between meetings in which it shared the results of its investigations and meetings which provided technical assistance to professionals from colleges, universities, and school districts involved in competency-based education. Later it turned to extending the concept of CBE through program development, research and related activities.

As a natural result of that extension, a conference was held on February 1-2, 1974, Orlando, Florida on the subject "Governance by Consortium." The purpose of the conference was to listen, to discuss, and to react to four position papers prepared by individuals with differing points of view relative to the shared management of teacher education. This monograph is a result of that conference.

The Points at Issue

consort (kon sort') v.i., 1. to keep company; associate; to be in harmony or agreement; be in accord.

consortium (ken sor'she em) 1. a partnership; 2. an agreement or an association of the interests of two or more parties, usually dealing with financial matters, as for giving joint financial aid.

Governance of teacher education activities through consortia is a concept and a mechanism laden with problems and issues. It is being advanced by various segments of the educational establishment as the "natural" way to provide leadership to the teacher education programs necessary for the teachers and schools of today and tomorrow.

First of all, governance by consortium is ill-defined if not undefined. The dictionary definitions above are not disagreed with by the various proponents of governance by consortium, but any level of specificity more precise than these definitions will cause problems of meaning and operation. Popularly, a consortium is a group of people, who may or may not represent a larger population, who agree to meet together to, at least, discuss the solution of some continuing responsibility of all those present. It is the intent of the writers of this monograph to bring greater clarity to the meaning and implementation of the concept "governance by consortium" than could be subsumed from the popular definition just stated.

Similar semantic differences could be pointed out relative to the use of the word "governance." To the professional organization's representative, who has had little previous input into teacher education programs, it may mean veto power over the supposed ills of all operating programs. To the collegiate dean of education, it may mean providing an avenue for advisory input into the decision-making process. To the coordinator of student teaching, it may mean welcome relief from the continual difficulties of convincing over-burdened school systems to take on yet additional responsibilities in the teacher training program. Governance may mean "power" to some, "management" to others. To some it may mean a partnership in which all share equally and to others it may mean an arena for a series of "armed camps," each duty-bound to protect its territory.

This chapter will attempt to explicate the issues which are currently being discussed by teacher education professionals as they attempt to operationalize the shared management of teacher education. Later chapters will provide statements of positions espoused by the four typical members in a consortium — colleges of education, school districts, professional organizations, and state departments of education.

Governance by Consortium and CBTE

Some would claim that a major issue revolves around the decision as to whether one can have a consortial form of governance in teacher education as an item separate from competency-based teacher education. Thomas Hobart, in his chapter, for example, makes it quite clear that the organization which he represents is very interested in participation in consortia but, at the same time, has some reservations about doing so if CBTE is a given aspect of the teacher education programs. Even though the other authors of this monograph do not share that concern, it is obvious that the governance issue is a matter separate and apart from the extent to which a program is competency-based.

Governance by Consortium, the shared management of teacher education, is a necessary aspect of all teacher education programs whether or not they are competency-based. In a like manner, the publishers of this monograph both feel that all teacher education programs should be competency/performance-based. Two organizations with "Competency/Performance-Based" in their names can hardly produce a document such as this without suggesting that some relationship exists between governance by consortium and competency-based teacher education. Later in the monograph, two chapters will present specific descriptions of consortial arrangements now in operation which manage CBTE programs. Throughout this chapter and the others in the publication, no effort has been made to speak of consortial governance and CBTE as a unitary concept. Yet in every section, comments will be made, where appropriate, concerning the relationships, advantages, and disadvantages of consortial governance vis-a-vis competency-based teacher education.

Consortia for What and Why?

Again, as the reader will find throughout any investigation of the governance by consortium topic, there is no difficulty answering the above question at a broad level of generality. The purpose of governance by consortium is to provide all interested parties a voice in the decision-making process involved in developing and operating teacher education programs. However, problems arise as soon as one attempts to determine who are "all interested parties;" what does "a voice" mean; do "limits" exist for the "decision-making process," (i.e., are there pre-existing conditions over which the consortium has no control; or just to whom does the word "teacher" refer?)

The purpose of governance by consortium is to provide a vehicle which would allow for a more democratic decision-making process and for broader input into those decisions. For those programs which are now run as the result of one man's decision, it will mean a drastic change in the power structure. However, since few programs like that exist today, it probably means simply a restructuring or reorganizing of already existing informal avenues for decision making.

The simplest answer to the question "Why?" is that the teacher education programs of today no longer are isolated on college campuses. On many compuses, the prospective teacher has public school assignments continuously throughout his program. Furthermore, the myth of a "prepared teacher" after four years of college education has finally been erased and a commitment to continual in-service education of teachers has taken its place. Thus the teacher, his employer, and the college professional all have roles to play in governing teacher education as a life-long endeavor of the professional educator. The political and social realities of the 1970's make representation by all affected personnel a necessity.

Consortia exist to provide each interested party a role in the decision-making process and to allow them to share in planning, financing, developing, managing, and improving the continual education of the teacher – both pre-service and in-service.

What is a Consortium?

It is conceivable that the ideal model for consortia does not yet exist since no agreed upon consensus model can be described. Several models are being used and studied – three are described in later chapters. Some models utilize consortia only for gatekeeper functions, others use them for policy determination for the entire program. Whatever use you make of a consortium will determine, in part, your definition of the concept.

Lillian Cady, in a later chapter, will argue that the state department of education has a variety of roles to play but CANNOT be a partner in a consortium. This statement implies that some definitions must be derived from models that do not demand equal partnership among the members. Similarly, Thomas Hobart, in another chapter, will argue that professional organizations must have a veto over decisions of the consortium – thus demanding a model which provides for unequal rights of its members. In like manner, the unresolved issue of "who pays for a consortium" also results in several models which differ as to financial and power sources.

For the purposes of this monograph, a consortium is an organization of three or more parties (colleges of education, school districts, and professional organizations) which agree to allow their representatives to set policy of and manage a teacher education program. "Three or more" is used to provide for those situations in which community, students, the state department of education, more than one professional group, or, similarly, more than one school district or college, would have a place within the consortium.

Determination of Membership

Membership within a consortium must, of course, be specifically determined to meet local conditions, but some comments on this issue seem to be in order.

First of all, membership must be representative of an institution, agency, or group. It must be selected by that group, not appointed by the consortium or another group or individual — the time when teacher representatives, for instance, can be designated by superintendents has passed.

Also, representatives must be competent to speak for their groups and be able to engage in the decision-making process. James Tanner, in his chapter, will remind us of the folly discovered by Community Action Agencies when policy control and management was left entirely to untrained personnel. If representation is desired but competence in individuals is not available, then it is incumbent upon the consortium to educate the representatives to the point that they can be contributing members.

One issue which must be resolved at the local level for each consortium is the decision as to who speaks for the "unorganized" professionals. The organizations, of course, indicate that they speak for all members of a role group which care to be heard, but it is equally obvious that some reasons exist which caused some professionals to decide not to join the organization. The most common solutions to this issue are two:

> In those cases where organizations have been legally designated to represent a group, that organization is asked to determine the consortium representative.
>
> In those cases where no organization has been legally designated to represent a group, consortium organizers ask all existing groups which purport or desire to represent the total role group to jointly determine the consortium representative.

Robert Howsam, in his chapter, makes the point that participants must not allow the consortium to become the battleground for jurisdictional, political, and other intra- and inter-group disagreements, except in those cases where the disagreement is germane to the shared management of teacher education.

James Tanner, in a later chapter, will discuss the problems incumbent upon consortia when the size of the membership gets too large and the size of the constituencies represented gets too small. "How many community groups need to be represented, if any?" is an example of a question which must be answered. Similarly, can one or two individuals represent the central office, school administrators, the instructional personnel? If school district personnel do NOT include school administrators, should they be represented and do students (both pre-service teachers and public school children) have a right to be represented also? Some would argue that a consortium should be directed by a policy group of three individuals representing three agencies (at the most, one individual per agency), while others would argue for a mass forum with assurance that all points of view are represented. David Young, later in this monograph, will suggest a structure which provides for a small policy-making body who works in tandem with a larger group that determines the implementation strategies.

Finally, another membership issue which must be discussed is that related to the nature of the representatives. Should the membership of the consortium be determined by who "manages" the problems and program; by what professional "role groups" interact in the execution and solution of the problems; or, by what "constituencies" need to be represented in consortium deliberations? The latter demands a place for students and communities while the former two do not. The first suggests that decision-makers should set policy while the other two suggest that all "involved" personnel should have input and participation.

The Decision-Making Process

Ideally one can envision the consortium as a deliberative body which "lays upon the table all of the issues" so that everyone can have the benefit of a free discussion of all relevant points prior to the reaching of the best possible consensus decision which all parties will then support, defend, and implement. Practical experience and knowledge of the representative processes, however, would lead most to conclude that the "ideal" is quite discrepant from the "real."

One issue which must be resolved quickly is that of the "veto powers" – direct and indirect – which already exist or are created within the consortium. The question "To what extent does the refusal of one representative group to support a decision effectively 'kill' that decision?" must be answered in the early stages of consortium deliberations. Some representatives will ask for a veto as the "price" of its involvement; some institutions will need veto power because of the complex administrative structure on their campuses; some agencies will need veto power because of the financial burdens which they are bearing; and yet others will request veto rights for philosophical or altruistic reasons. One could imagine legitimate reasons that could exist in a number of local situations which would result in the granting of veto rights but, as a general rule, teacher educators are uncomfortable with a consortium in which one or more groups have veto privileges.

Possibly a different attack upon the problem which creates a request for veto rights brings a request for quota or parity within the consortium. This issue may be re-titled "Which one of us is more equal than the other?" Several questions subsume from this issue:

a) Are all represented groups equal? Should they be?
b) If all groups are not equal, how is the nature of the inequality determined?
c) Is minority representation (i.e., one vote in ten) really representation at all? If not, can it be made so?
d) What relationship exists between the extent of one's financial support and the weight of his vote?
e) How does advisory input differ from the deliberation which takes place within the consortium?

Beyond the questions relating to veto, parity, and quotas, are more difficult, more ambiguous issues dealing with the negotiation process, consensus, and unanimity.

Social scientists are just now beginning to understand the complex processes at work when any two or more groups "negotiate." This is particularly true when, as in a consortium, the negotiators are discussing items which relate more to the "common good" than to their own financial and personal well-being. These negotiations are further complicated by the fact that, in most instances, the parties react as members of special interest groups first, and as teacher educators second. Thirdly, even while negotiating, some professional educators refuse to participate in any endeavors which are described as "negotiations" – the "scare" component of that word must be eliminated.

The dictionary definition of the word "consortium" stated earlier suggests that harmony, agreement, and accord are necessary aspects of the concept. Yet, in dealing with problems of human potential, development, and change, such a degree of unanimity is highly unlikely. What is more important than the degree of consensus and unanimity, however, is the necessity to insure that all available information, ideas, and data are made accessible to the decision makers.

Is Governance, per se, an Issue?

Governance by consortium is a concept usable to manage and implement any number of inter-agency problems. We are using it in this monograph as a mechanism for the shared management of teacher education. One must, however, ask the question, "Is Governance (i.e., the management and implementation of the teacher education program) the real issue?" Are we not actually talking about who should determine the program to be pursued without any real concern for the management and implementation aspects? Thus, from that perspective, the issue is one of POWER not one of governance. Many participants in consortial operations have interest only in determining the program to be pursued within the consortia. Once that determination has been made, their involvement, contribution, and commitment diminishes. The legislated mandates, as well as state department of education directives, speak much more often to the program, its nature, and its determination than to the problems of managing and implementing a program. Such is as it should be, but within that is probably the most crucial issue, for determination of teacher education programs has historically been the monopoly of the teacher training institutions. As long as these institutions could continue to specify program, the professional educator in school districts and state departments would find little reaction vis-a-vis consortia governance. If governance by consortium is to become a real mechanism for the improvement of teacher education, participants must take upon themselves both the determination of program and the management-implementation responsibility. Just as the time for superintendent-appointed representatives of teachers and administrators has passed, so too has passed the ability of an institution to determine the nature of the professional education of teachers. Teacher training must remain in the hands of the "professionals" -- but teacher educators can be found in school districts, state departments, and professional organizations as well as in the teacher training institutions.

The Givens: Participants Realities

A number of reality factors must be introduced into any discussion of the issues relating to governance by consortium. In most cases, no clearly accepted alternative is visible among operating programs. Some of these issues are:

a) Financial and Personnel resources are limited. Who pays for the consortium and how is it done?

b) How does a consortium discharge its role as one of the "gatekeepers" of the profession (assuming that it can rightfully accept that role)?

c) Is it a function of consortium to "change" teacher education, itself, or simply to be a mechanism through which teacher education, of whatever sort, is implemented?

d) What is the role of the consortium in regard to the in-service education of teachers? Subsets of the same question include concerns that the consortium would become the in-service arm of a school district; that graduate degree programs might become "less rigorous;" or that a problem-solving, fire-fighting, "survival" element would override more long-term, generic needs in the professional education of teachers.

e) What does a consortium look like? Where is it housed? Of whom is it composed? Who controls it and whom does it control?

Proponents and antagonists, all of whom support the concept of governance by consortium, can be found on several sides of the above issues. For example, Thomas Hobart, representing the New York State United Teachers, makes it quite clear that participation in consortia would not be at his union's or its members' financial or resource expense; would necessitate veto rights over decisions affecting the approval and retention of teachers (if, indeed, a consortium does anything in this area); and would involve increased compensation for all additional activities demanded of in-service professionals.

On the other hand, James Tanner, speaking for school district administrators, expresses concern that the consortial arrangements will become simply another operation to drain financial and personnel resources from an already over-burdened community school structure. While the issue seems to be "who should support the consortium," the consistent answer is "Not my group, it must be someone else." Several individual agencies and organizations have voiced demands for "new money" from governmental sources, but political realities are such that "new money" is quite unlikely – in Florida, for example, state support for consortial arrangements will be at the expense of existing higher education budgets.

Some professionals see in the consortial governance structure a chance to operationalize the "gatekeeper" function which they allege has never been performed in teacher education – "deselection" very rarely occurs except when an individual pre-service teacher "deselects" himself. The ability of a consortium to do this is a function not of the management arrangement but of the assessment techniques developed for use within the program – this is much more a result of a competency-based program than it would be the result of the adoption of a new management scheme.

The other issues listed earlier are specifically dealt with in several of the chapters which follow. Time will not be provided here for the discussion of issues so adequately considered later.

In Summary

The issues involved in the shared management and operation of teacher education programs are many, complex, and ambiguous. No mere listing of them, or discussions of them by three or four professionals, can do more than raise the level of awareness of the profession concerning the concept. Such is our objective.

The remainder of this monograph is divided into two sections — one which presents position papers by individuals who occupy positions in four of the role groups most commonly included in consortial governance arrangements (university professors, public school teachers, school district administrators, and state department of education personnel) and a second which presents information from individuals who are currently responsible for teacher education centers which are managed through consortial arrangements. None of the chapters were written to be "representative statements" of the role groups. They are simply the thoughts and expressions of professionals who happen to occupy role positions and have the ability to speak for themselves.

GOVERNANCE BY CONSORTIUM

FOUR POINTS OF VIEW

GOVERNANCE OF TEACHER EDUCATION BY CONSORTIUM

Robert B. Howsam
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INTRODUCTION

There is an old rhyme that goes something as follows:

The centipede was happy quite
Until the toad in fun said,
'Pray, sir, which leg comes after which?'
At which he worked his mind to such a pitch
He fell distracted in the ditch
Considering how to run.

Any serious examination of the embryonic phenomenon of Teacher Center tends to reduce one to a similar state (rational disorientation).

As Joyce and Weil pointed out so effectively, Teacher Center is a concept of great utility.

> . . . new concepts are constantly emerging so that men can reorganize and shape their thinking about old problems and phenomena in more powerful ways . . . (Because they help us think better, we tend to believe that it will immediately help us to act more effectively.)
>
> . . . .
>
> Teacher center is such a concept. It is an idea with such obvious attractiveness and power as to seem almost fully developed, although its real-world referents are few and partial.[1]

Its existence as an impressive concept does not assure either its actual presence nor the capacity to create it in a form which will deliver on its apparent promise. Joyce and Weil found that their original intent to ". . . concentrate their analysis primarily on the substance of teacher centers . . ."[2] had to be abandoned. Their reason was that, to date, most of the available literature on teacher centers deals primarily with "political" matters.

In truth, little of a definitive nature is yet available even on the political experiences. That there will be much yet to report on this dimension (efforts of the various interested groups to win control and influence) has been predicted by political scientist Kirst.[3] Unfortunately for present purposes, Kirst addressed only the broad political questions and did not attend the particular situation which the mandated or voluntary use of teacher centers introduces. It seems clear, nonetheless, that the envisioned changes in the preparation of teacher (substantive) and the on-going effort to reallocate responsibility for and control of teacher education (political) will be an interactive process of great significance and consequence.

It is timely that the various interest groups should be asked to report on what they expect from teacher centers, especially as these relate to the development of competency-based teacher education programs. Consortia do not thrive on hidden agendas. Indeed they should not be undertaken except as the involved parties can expect to achieve their own aspirations and expectations, while at the same time contributing to the attainment of goals held in common. This is the essence of collaboration.

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[1] Bruce R. Joyce and Marsha Weil, *Concepts of Teacher Centers.* Washington, D. C.: Eric Clearinghouse on Teacher Education, May, 1973, SP 006 330, page 2.

[2] *Ibid.*, p. 3.

[3] Michael W. Kirst, *Issues in Governance for Performance-Based Teacher Education,* Washington, D. C.: American Association of Colleges for Teacher Education, October, 1973, p. 30.

Perhaps it would be well to emphasize at this point that to this member of a particular vested interest group (professional school of education faculty), it is neither wise nor necessary to perceive the present teacher center situation as involving "win-lose" strategies or consequences. Quite the opposite is the case. The amount of influence, power, or control, which teacher education has in matters of education is small of sum. Anything designed to improve the capacity of teacher education to make a difference can be expected to increase that sum. The proper assumption is that teacher centers can result in "win-win." Even within that assumption, however, how it is done is critical.

Also important is the necessity of ensuring that the longterm good is not lost sight of or sacrificed to the immediate and expedient. Responding to crises gets action which all too often is strongly admixed with reaction.

What a particular party or interest group perceives with respect to the development of teacher centers, what it hopes for and what it fears, can be understood only in terms of two sets of assumptions or perceptions of reality;

1. What it assumes the "good" situation to be.
2. What it assumes the reality will be under teacher centers.

The discrepancy between these two models or hypotheses represents the concerns which the interested party has; the action he proposes will be calculated to bring the two realities into closer approximation of fit.

The strategy of this chapter will be to propose the model(s) which the writer believes to be best for teacher education, for the teaching profession and for the society through its educational systems. Following the proposal, teacher centers will be examined in terms of whether they will tend to reduce or increase the discrepancy between what is and what should be. In this process there is no claim that the writer speaks for or even represents the views of other teacher educators.

TEACHER EDUCATION: TOWARDS A CONCEPTUAL MODEL

Societies hold in common the meeting of certain needs. Included in these are food, shelter, protection, health, and social enculturation.

In extremely simple societies the functions of meeting these needs are shared among the population in general. As the society becomes more complex, however, the functions also become more complex and more and more specialized. The use of accumulated knowledge and skills is selectively allocated to occupational groups: some hunt and fish while others plant and reap or build or minister to health or protect life, property and freedom.

Eventully institutions are formed with the society to organize, develop and deliver the essential services. Thus do hospitals and schools, police forces and armies, factories and television networks come into being. The more complex the social system the more complex and diverse the array of such institutions.

This process of specialization and institution/organization development feeds on itself. New and more effective ways of performing and delivering service are created at faster and faster rates.

Out of these processes emerge various levels or kinds of work or service:

1. **Unskilled**: requiring little or no special training
2. **Skilled**: requiring special training and experience in the skills needed; in the nature of a craft; duties complex but repetitive; tasks can be further subdivided into smaller and smaller units; controlled by supervision; training on job or in training institutions
3. **Professional**: basic and essential social services; rooted in science and research; based on knowledge derived from disciplines; extensive education and skill training; duties require interactive decision-making and complex performance skills; not amenable to direct supervision; initial preparation in college or university and professional schools over a prolonged period; continuing need for learning input arising from new developments.

Professions

The cateogry of service known as professional becomes institutionalized in what is known as "The Professions." Experience, the application of science, and the use of research builds a capacity to deliver service which is too complex for public understanding and direct control. The profession, as an institution, is awarded the responsibility – based on trust – for governing and controlling itself. Responsibility is broad and diffuse; accountability is indirect through social and political processes.

Each profession organizes. It controls entrance to and continuance within the profession. A code of professional ethics is developed and enforced. Education and training programs are developed; the common pattern is to deliver this through a professional school which commonly is located on or attached to a university. Research, designed to increase the capacity of the profession to serve society, is promoted and emphasized. The profession through publications, other forms of dissemination, and continuous opportunities to keep abreast of developments maintains lifelong learning among the practitioners. As the training and development arm of the profession, the professional school is central in all of these processes.

Education as a Profession

Education (teaching) has long claimed status as a profession. Most agree, however, that it has had a long history of frustration in its efforts to translate the hope into reality. The reasons have been many and are beyond adequate exploration here. The need for professional status remains, however, and grows greater as the challenges from the society and from the school as an institution grow. There can be no giving up on the effort without giving up on some of the most celebrated and valued of the American dreams.

Restraining Factors and Conditions

1. Without the exception of the ministry in religion, teaching is the only profession that operates within a primary institution (home, school, church). All other professions serve secondary institutions (hospitals and clinics; courts; corporations) or minister to individuals on a private basis.

Primary institutions are culture-preservative in purpose and tendency. They resist change and resent the introduction of practices which subvert the culture. Secondary institutions, on the contrary, seek and promote change. Professions, too, seek continually to develop and use the new. When the doctor uses the latest techniques, materials and devices he is rewarded (except where religious values resist it). When teachers attempt to do so they often are resisted or rejected. When television is developed, people rush to buy and in so doing introduce into their homes the very heresies and disruptions which they so violently attack when they appear in schools. The message to teachers is clear: Be the last to leave the old behind. Folk wisdom and folkways are better than science and modernity.

2. Education, of all the professions, is the most publicly controlled and government-dominated. Our history, our constitution, our statutes and practice have firmly imbedded education in the operations of state and local government. Not only is this true of the institutions (schools) but also of the profession itself. In the earlier years teachers were trained in state- and city-operated normal schools. Later the function was transferred to teacher colleges and to universities, but the normal school attitude remained and the governmental unit that provided schools retained control of teacher education. The heavy hand of bureaucracy remains to this day. Curiously few seem to find it inappropriate that one profession should be so constrained. Local control of schools, for all its great merit, has not often made it easy for the professionals to give freely of their best in emerging professional service.

3. Teachers are employed by the public. This practice has tended to establish for them the status of public servants rather than that of professionals in the public service. Properly a professional draws his right to practice from the client or employing body, but his authority to practice derives from his profession. The adequacy of his performance is judged

only by his professional peers. In education almost the complete reverse obtains: it was only a relatively few years ago that a court for the first time recognized expert testimony in a case on teaching competence. The public service mentality seriously hampers development of the teaching profession. It will be corrected only as a higher level of professional competence develops and is displayed.

4. The sheer size of the education enterprise and the teaching force is problematic in terms of developing a genuine professional stature and status. Fifty-seven million learners and three million teachers have a great deal of inertia.

5. The large number of teachers, together with a state orientation, has led to a multiplicity of professional organizations. Often these have competed and conflicted with each other with resulting loss of public confidence and political influence. Many teachers have belonged to no organization.

6. Teacher education has been relatively weak. Professional associations have either ignored it or failed either to influence or control it. The education professors frequently, or even commonly, have chosen the campus over the professional identity, thus further alienating the professional associations and cutting themselves off from the only power base available to them (the political strength of the organized teaching profession has often been very great in many states). On campus, left to its own resources, teacher education often has sunk to "low man on the academic totem pole." Unlike the other professional schools, it has been in direct competition with the academic disciplines for students and student credit hours, — more professional credits meant fewer hours in the teaching specialty. Additionally, the professors in the disciplines have an understandable bias in favor of the academic as against the pedagogical. After all, if they were to admit to a science of teaching, simple logic would indicate their own need for such training.

Most problematic for teacher educators has been the built-in incapacity to validate their own competence to influence teaching behaviors. With abbreviated exposure to students and with limited resources, only superficial efforts could be put forth. Few could claim that a teacher could be fashioned in from 18 to 30 semester hours of exposure to lectures and student teaching.

7. With low salaries for teachers and single-level career, teaching has attracted many with short-term or marginal commitments to the profession. For many if was a degree and a job which was adequate as a secondary family income but not the primary. In consequence, turnover has been high and career aspiration low. Strong professions are not built in this way.

8. The profession, by virtue of its complexity and situation, has been slow in establishing its social science and research base. Inherently the applied human sciences are the most complex. With the fullest resources the challenge would be great; with existing circumstances progress at best is slow.

A Teacher Center Model

Elsewhere the author has developed in detail a position statement which examines the role and status of teacher education on the university campus and within the teaching profession.[4] Also included in that statement is an examination of the role of the schools and the relation between teacher education and the school systems. The paper concluded with a conceptualization of a teacher center based on the role and status analysis. Its findings appear relevant to the present question.

Two approaches were used in constructing the model:

1. The general systems concept of suprasystem — system — subsystem

   In systems (for present purposes social systems) society is perceived as being composed on many social elements in interaction with each other (individuals; groups; organizations; institutions; cultures; etc.). One understands only if the many elements can be identified and described and if the complex relations between and among the elements can be identified.

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[4] Robert Howsam, *The Governance of Teacher Education.* Washington, D. C.: Eric Clearinghouse on Teacher Education, 1972, p. 20.

Systems are symbolized by circles.

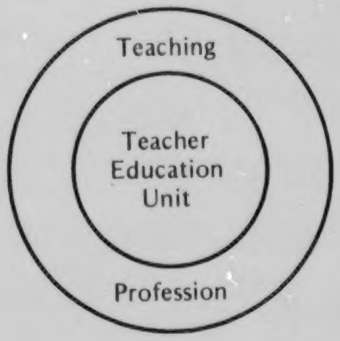
Systems are parts of larger systems or suprasystems. This is shown by a smaller circle within a larger. The family (system) within a suprasystem community would be an example.

Systems also have subsystems which are shown by smaller circles within the larger. The individuals within the family are examples.

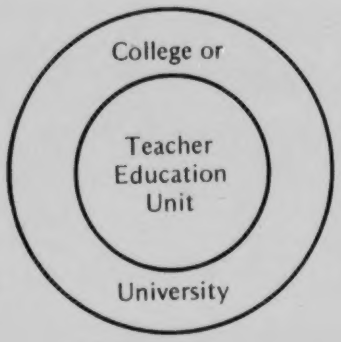
2. An accountability-responsiveness definition expressed in terms of systems.

"Accountability" is to the suprasystem and only to the suprasystem. A system. A system, to be effective, must be **responsive** to the other systems in its environment to which it relates. It can expect to be held accountable by its suprasystem(s) for the quality of its responsiveness to other systems even though it is not accountable to those other systems themselves.

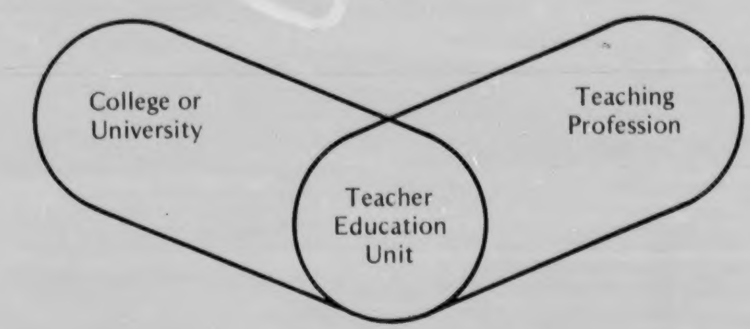
Teacher education is held to be the training arm of the teaching profession. As such it is a **subsystem** of the teaching profession and properly accountable to the profession for its performance.



At the same time, teacher education is an operating unit within a university (properly as a professional school). As such it is a subsystem of the university and accountable to it.

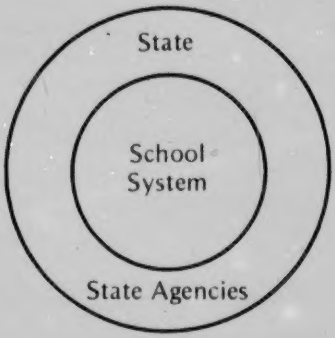


Diagramatically these can be merged to indicate the single teacher education system with dual suprasystems and dual accountability.

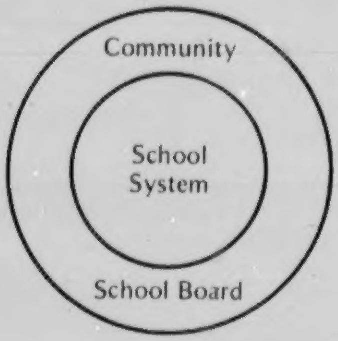

College or University
Teaching Profession
Teacher Education Unit

It should be observed that this is a representation of the ideal or desirable circumstance rather than the existing. The eminent presence of governmental agencies as a suprasystem of teacher education at this time will be readily recognized. The progressive reduction of this eminence should be high on the agenda of the teaching profession.

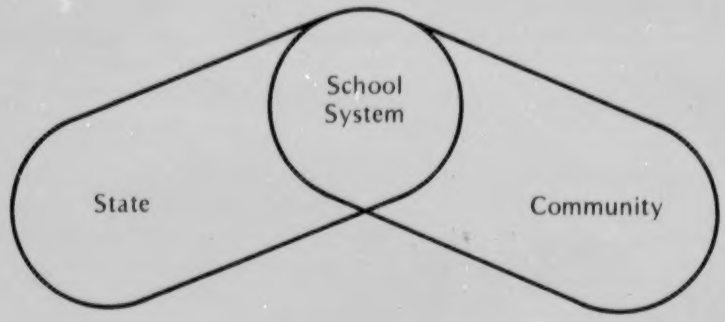
School are the legal responsibility of the State; thus a suprasystem of school systems in the state to which they are accountable.


State
School System
State Agencies

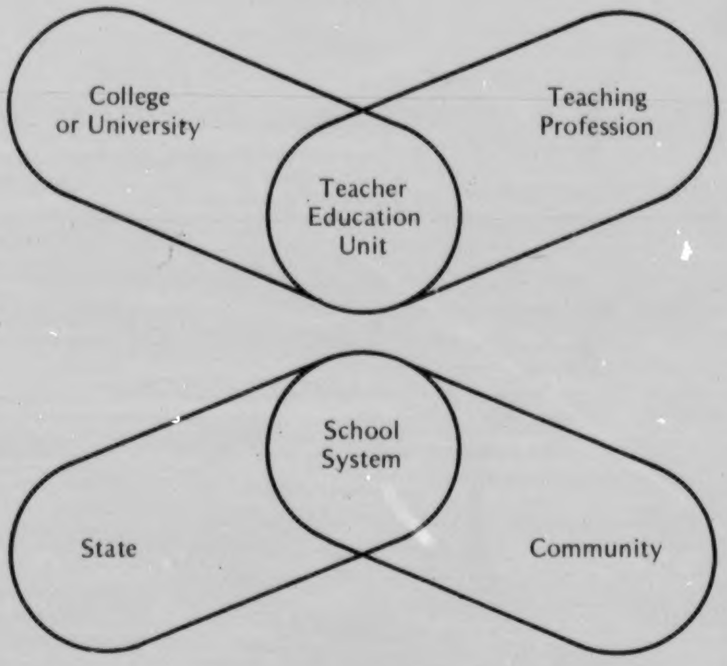
Since states have provided for a measure of local control, the community also constitutes a suprasystem of school systems.


Community
School
System
School Board

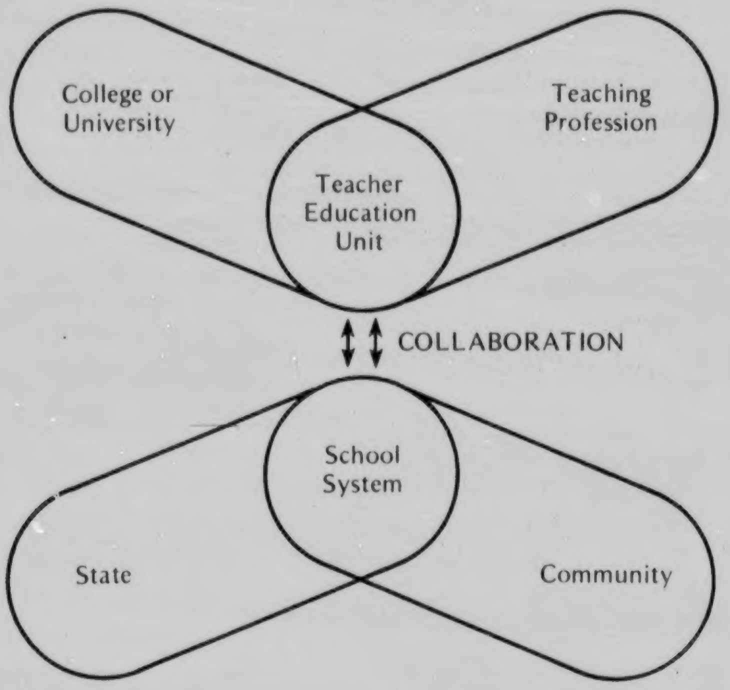
These also may be merged diagramatically.


School
System
State
Community

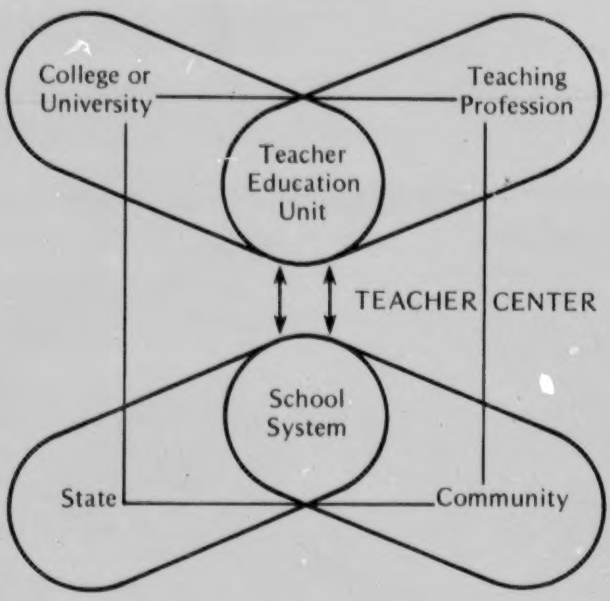
Then the Teacher Education Unit and the School System together with their respective suprasystems may be combined into a single model:


College
or University
Teaching
Profession
Teacher
Education
Unit
School
System
State
Community

Observably from the diagram, and in reality, teacher education units and school systems are parts of the separate suprasystems (which in turn are parts of a larger education system). They are not accountable one to the other. They do, however, occupy the same life space and interact with each other; hence, they need to be responsive to each other. The teacher education unit needs field settings for research and for teacher preparation. Schools employ graduates of teacher education units and may work collaboratively in in-service programs and continuing education programs for teachers. **Thus there is need for collaborative relationships** which may be expressed diagramatically.


College or
University
Teaching
Profession
Teacher
Education
Unit
COLLABORATION
School
System
State
Community

To facilitate this collaboration and to govern and manage it, some kind of formal structure may be desirable. Where this structure is desired a teacher center may be formed.



The collaborative agreement may deal only with the training of teachers relationship. It may, on the other hand, be expanded to include a wide variety of common concerns and endeavors. Included could be research, development of demonstration centers, joint operation of clinics, and many other types of activity.

The Teacher Center diagram visually indicates the inclusion of representatives of each of the interest groups:

- Organized professional groups
- University, both professional and other
- School personnel of all kinds
- School board/community
- State and intermediate units

Governance and management bodies can, thus, appropriately involve all parties.

The question of primacy or parity is not directly addressed in the model. It is, however, always present. Implied is the parity of the basic collaborators with lesser roles ascribed to the peripheral members. To be kept in mind is the fact that the several parties are not in a fixed relationship. When the organized profession, for example, wishes to conduct educational programs for its members, it moves to the role of primary collaborator.

The Education of Teachers

As has always been true of professionals and as is increasingly becoming true of all people, remaining effective in service depends upon a competent and adequate initial preparation followed by a career-long continuing learning and retooling experience. The development of this realization, and a commitment to it, constitutes a major feature of the **induction to the profession** portion of the pre-service preparation program.

There is great need for clarification of the nature of the continuing education process for teachers. For too long it has been viewed from the perspective of an employer-employee relationship rather than from an assumption of professional status.

Four parties are involved in the continuing education of teachers:

1. The professional teacher himself

2. The organized teaching profession of which the teacher is a part,
   a. The all-inclusive professional organization — to which all (presumably) belong — with national, state and local branches
   b. Specialization sub-organizations based on specialization of professional functions
3. Teacher education institutions.
4. The employer who provides the setting for professional service,
   a. State school systems
   b. Local school systems
   c. Individual schools

In all professions the individual, once admitted to the profession, assumes responsibility for his own continuing competence. Other agencies and organizations provide avenues through which the updating may take place. It is the individual, acting on his own initiative, however, who is accountable -- accountable for his professional performance which depends upon his constant update.

It is useful to perceive the education of a teacher as made up of three parts:

1. Pre-service preparation at a college or university
2. In-service education
3. Continuing education

According to this set of categories "in-service" education is defined as special preparation needed by virtue of being assigned to a situation where an approach is used which would not customarily be learned in the pre-service program nor would the teacher normally have learned it in some other way. For example, the school or district might adopt the Individually Guided Education (IGE) system of teaching. The teachers have been educated in individualization of instruction but not in the particular system which IGE uses. It is the employer who has, by his choice, created the demand for the training. He should, therefore, identify the program of preparation as "in-service" and make all provisions for it. Thus "In-service" is training, the need for which is derived directly from particularized approaches adopted by the employer or from assignments made by him.

"Continuing professional education" is education following entry to the profession, the need for which is derived from development of knowledge and skills which were not available at the time of pre-service preparation or were not included in the preparatory program. In teaching, this consists both of needs in the area of the teaching field (academic) and in professional knowledge and practice.

The three categories of education for teachers are particularly useful in allocating responsibilities among the several parties:

1. Pre-service is offered by colleges or universities according to the standards established for training by the profession. In this area the collaboration of schools and associations is sought.
2. In-service is the responsibility of the employer who may offer it directly, contract to have it offered, or subsidize the individual in his own pursuit of the learning.
3. Continuing education is the responsibility of the individual, but making it possible is a responsibility shared by all interested parties.
   a. The individual buys materials; attends seminars, conference, workshops; visits other sites; etc.
   b. The teacher training institution offers credit or non-credit seminars, classes, workshops; publishes and otherwise disseminates new insights and practices; consults and advises; conducts joint activities with organizations or schools; etc.
   c. The professional organization holds conferences; sponsors training activities; publishes and otherwise disseminates; supports studies and research; grants assistance to individuals; etc.
   d. The employing institution conducts or otherwise arranges its in-service activities, bearing the full costs of such operations. Out of intelligent self-interest and in recognition that teacher salaries are not adequate to cover the costs of the individual's continuing education, it supports and subsidizes a wide variety of

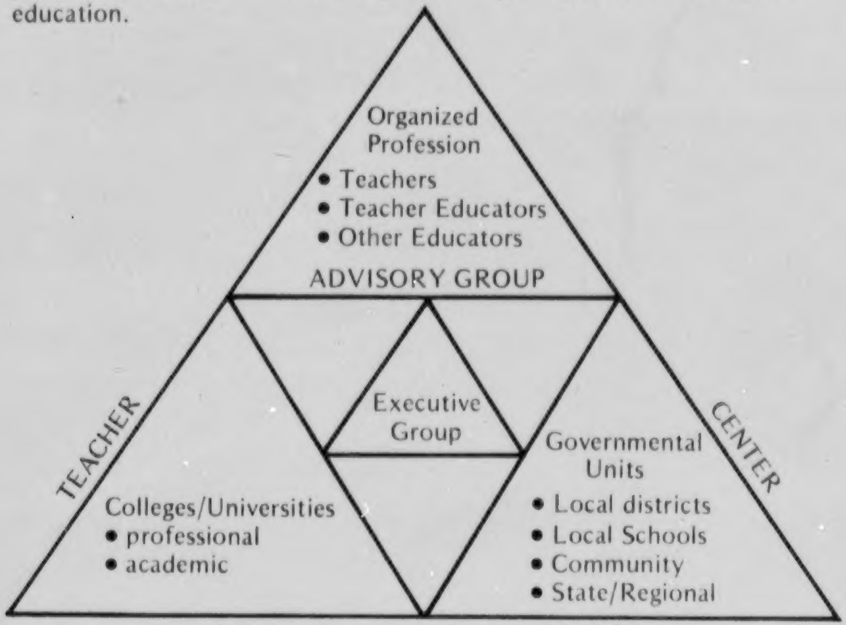
activities designed to assist the teacher. Examples include development leaves; individual study; subsidizing the sponsorship of conferences, seminars, workshops; travel; attendance at professional and other meetings; individual research; etc. It enters into negotiations with professional organizations over these "conditions of service," viewing them as both proper and desirable.

Teacher Centers are concerned with all aspects of the education of teachers. They provide the vehicle for collaboration in developing and offering pre-service teacher education programs. They also provide the means for coordinating the activities of the several groups involved in in-service and in continuing professional development. Indeed this can be a primary function of the teacher center.

Assumptions Basic to a Teacher Education Position on Teacher Centers

The following assumptions either are extracted directly or are derived from positions taken in the preceding sections.

1. Education (teaching) is by the nature of its social assignment a profession.
2. The challenges from our society to its educational systems can be met only if and to the extent that teaching takes on the characteristics of a true profession.
3. Teacher education is the training and development arm of the teaching profession.
4. Teacher educators are an integral part of the teaching profession, sharing in its organizational activities and in its obligations and privileges.
5. Teacher education should be based on a college or university campus where it should have the status of a professional school.
6. One means of hastening the professionalization of teaching is to concentrate on more effective teacher education programs.
7. Teaching as a profession has suffered from the failure of the organized profession to exercise its proper role and responsibility in the design, operation and control of teacher education.
8. Teacher education is the primary responsibility of the teaching profession and of the college or university. Its governance structure should reflect this.
9. Effective teacher preparation programs require the collaboration of the organized profession, the college or university, and the communities and governmental units which operate schools.
10. The teacher center is a useful vehicle for coordinating the collaborative efforts of the partners involved in the programs of pre-service, in-service, and continuing education.



TEACHER CENTERS

The teacher center is not a new concept, though its strength on the American scene has been largely within the last decade. There does not appear as yet to be any definitive study of the history of such centers. Neither is there a description and analysis of what presently exists.

There does seem to be reason to believe that the movement arose out of dissatisfaction with teacher education as it existed on the university campus. On the one hand teacher education was seen as too theoretical and remote from the world of reality.[5] On another, as attributed to John Goodlad, there was need for the universities to find ways to quicken experimentation and innovation in schools.[6] Both of these volumes emphasized the need in both research and teacher preparation for active involvement in the educational action world.

There is widespread allusion to the informal teacher centers as found in Britain,[7] though these are not generally seen as prototypes for American emulation.

The teacher center concept was advanced markedly in the late 1960's by the attention of the Federal Government. Two short-lived projects, Teacher Centers and Educational Renewal, promoted the advancement of education and teacher education through the use of local teacher centers. Undoubtedly these projects were responsible for the Texas mandate of Teacher Centers to cover all teacher preparation institutions, the school systems with which they worked, and representation of the organized teaching profession.

It is interesting to note that the teachers were not generally perceived as a partner in their own right until very recently. The early tendency was to have teachers represented through their school districts. More recently they have come to be represented directly through their organizations. Even more interesting perhaps was the NEA proposal of 1972 to develop a network of professional teacher centers.[8]

At present, unknown hundreds of teacher centers are in operation across the country. Existing for a multiplicity of purposes and in many forms, they hold in common the desire to bring together in concerted action two or more groups. The most common partners are schools or school systems on the one hand and teacher education units on the other. Increasingly, professional associations are being recognized. Additionally, community groups and community agencies, government and business groups, minority groups, and others are recognized and included. Structures vary but customarily there are policy-making bodies, executive groups, and professional staff. Parity concepts underlie some centers, but others are carefully structured to protect vested interests. Some are plunged deep into action commitments while others are cautiously learning to consort.

Whether these developments are in the nature of fad and fashion or actually represent a new mode in collaborative action it is too soon to say. If only a passing communicable disease, it spawns from a powerful virus. Those who have it once and "recover" may well wish for a lengthy immunity period.

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[5] B. O. Smith and others, *Teachers for the Real World*. Washington, D. C.: American Association of Colleges for Teacher Education, 1968, pp. 185.

[6] E. Brooks Smith and others, *Partnership in Teacher Education*. Washington, D. C.: American Association of Colleges for Teacher Education and the Association for Student Teaching, 1968, pp. 16-19.

[7] Stephen K. Bailey, "Teacher Centers: A British First," *Phi Delta Kappan*, November, 1971. pp. 146-49. Also Joyce and Weil, *loc. cit.*

[8] *NEA Teacher Center Network: A Prospectus*. Washington, D. C.: National Education Association, December, 1972, pp. 20

THE SMILE ON THE FACE OF THE TIGER

There was a young lady of Niger
Who smiled as she rode on a tiger.
They returned from the ride
With the lady inside
And the smile on the face of the tiger.

None wishes the fate of the young lady. In truth, however, the establishment of consortia always involves risk. The strong may have much to lose, but their chances of being the tiger are also strong. Those in weaker positions share the "young lady" kinds of risk.

In many places across the country, teacher education is in anything but a strong position. Especially in the big cities is it suspect and subject to attack. The idea that "The Universities Can't Prepare Teachers" has been nourished, particularly where central cities problems exposed the weaknesses of schools. Though perhaps not as prominent as it was three or four years ago, the notion still persists – often in high places – that we should give up on university teacher education and turn the function over to school systems, especially large school systems. That position has been openly and honestly espoused in one of the Texas cities. Other city superintendents openly disparge the education colleges and their professors.

Under such circumstances it is necessary to consider the risks in establishing consortia. In the Texas city referred to, the school system took the initiative in establishing the center. Universities were told that they could participate only on terms specified by the district. In these times, to not have access to an urban setting is a serious handicap. What choice was there?

Masking the serious issues involved is the marked success which the Texas center has exhibited. (As an aside, it might be noted that Texas regulations require that the center be initiated by the college or university). The district has been able to funnel resources from Title V and other sources into exciting projects. A physical center has been established. Universities have met the demands made on them. Much has been accomplished.

The only money provided for the mandated activities of the Texas Teacher Centers comes to the school district in the form of a $200 payment to teachers who supervise student teachers and a $50 per such teacher for in-service education and expenses in connection with the student teaching program. The Center must negotiate access to any of these funds.

It cannot be overlooked – as Kirst[9] pointed out so clearly – that what is being negotiated involves political as well as educational issues. It may well be that in the reallocations of influence and control, teacher education will end up with less autonomy than before. If this were to be apparent, would teacher education favor professional organizations, operating school units, or other governmental agencies in the reallocation?

This writer's bias was made clear in the earlier section. Teacher education was perceived as the training arm of the teaching profession. We are "family;" our interests coincide. To turn teacher education over to school systems, or to locate basic control there, would have the long-term effect of turning teaching away from professionalization towards an employment-oriented craft.

THERE WAS A FLAG ON THE PLAY

Recently in "Peanuts," Linus revealed that he thought he was winning in the game of life but there was a flag on the play. In both CBTE and Teacher Centers there are numerous opportunities for flags on the play.

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[9] Michael W. Kirst, *loc. cit.*

Consorting is strange to us. It makes sense but it isn't easy. There is little advance information on the demands it will make upon us. Some points can be asserted, however.

1. Consorting requires substantial inputs of human resources.
2. The additional expense for even minimal operation is not inconsequential.
3. Many universities will be unpredictable in how far they will go along with their professional education unit in accepting what teacher centers are almost certain to propose.
4. Universities may get "caught in the middle" as professional organizations negotiate with schools over personnel and educational issues.
5. Similar situations may occur should there be confrontations over such issues as desegregation and minority rights.

Resources

Universities are not noted for their capacity to generate either people or money in response to need. There is a substantial argument for having the university sponsor the consortium, but this implies the capacity to deliver on seeding and ongoing support personnel and funds. Ideally, even necessarily, there should be provision for funds earmarked for Teacher Center purpose. University-based teacher educators should lobby for this kind of protection and insurance. Shuffling poverty is not a promising means of getting improvement.

Often lost in the flush of promoting CBTE is the fact that better teacher education requires greater resources regardless of whether CBTE is involved. The inability to finance the needed improvements can bring the flag down on the play. Or it can cause the tune-calling to go to the one who can pay the piper.

University Support

There are few campuses where the long-standing conflict and coolness between professional education and the disciplines is far below the surface. Similarly, there are few campuses where, when the chips are down, the disciplines cannot muster the controlling votes. Teacher centers, dominated as they will be by professional educators, are likely to free-wheel in proposing solutions. Such proposals may be harder to sell in the academic policy bodies on campus. It is not difficult to envision teacher centers advocating a considerable liberalizing of credit for in-service and continuing education activities of teachers, for example. Graduate councils or academic committees may well perceive this as undermining academic integrity. Hard bargaining should be anticipated. Failure to win at least reasonable concessions may cause the university members of the center to lose the confidence of the field and the profession representation groups.

Externally Generated Crises

Teachers centers, in part at least, are emerging from the rise of new roles for the professional groups and for other groups — notably community — which have demanded and won recognition. Their confrontations with authority may be expected to continue. The resulting tensions may spill over into the teacher center activities and relations. University personnel will under such circumstances find themselves "walking on eggs." A professor of education, for example, becomes the legal advisor and executive secretary to a principals group which contests a superintendent's decision to cancel a negotiation agreement in favor of the concept that principals are members of the administrative team and so cannot negotiate. Other relationships are unavoidably within the teacher center and noticeably strained.

FIELD-BASED vs. FIELD ORIENTED

Almost all studies of teacher education and proposals for its improvement in recent years have concluded that there has been too much of campus and too little of field in the programs. This has led to the popularization of the concept of field-based teacher education. At the same time, however, development efforts have been yielding massive improvements in the strategies used on campus. Competency-Based Teacher Education has been making rapid progress in identifying the knowledge base of teaching and in devising effective and individualized delivery systems for it. At the same time phenomenal progress has been made in the use of laboratory training processes. Most would agree that the best programs make judicious use of learning resources, laboratory experiences, and field experiences. They favor a strong **field orientation from** a strong **campus base.**

Teacher educators will be well advised to have their position on this issue developed before the issue is open to teacher center consideration. Otherwise popular perceptions and misconceptions may carry the decision.

GOVERNANCE OR MANAGEMENT BY CONSORTIA?

A profession is governed by the profession. The very notion of "profession" implies that the basic policy decisions derive largely from the validated knowledge base of that profession. There are ethical codes and standards of performance which apply uniformly across the profession and are not individually or locally negotiable. Thus the freedom of choice in local policy-making is limited.

Consortia established at the scene of operations are mainly for implementation and management purposes. They establish working arrangements and order relationships. The parameters of their activities are substantially pre-existent.

The great problem facing the teacher education consortium is that the organized teaching profession is not in position to establish and enforce the delimiting criteria, whether of performance expected or of processes to be followed. Thus the teacher centers enter their tasks with a greater degree of freedom than they can effectively manage. The problem can only be perceived as regrettable. It is a hazard to the teacher center movement and to the profession itself.

National organizations, especially those representing the profession and those representing the teacher education institutions, should be but are not as yet engaged in massive efforts to develop guidelines which could be used as governors on the choices made by consortia. In the meantime those in teacher education will have to bear a large share of the burden for conceptualization of what ought to be and for preserving the opportunity to grow towards professional self-realization.

Kirst[10] noted that CBTE had thrown everything up for grabs in the politics of teacher education. How much more so does the teacher center accompaniment of CBTE do the same!

PROBLEMS OF SIZE AND COMPLEXITY

Conceptually the teacher center or consortium stands up well. Practice, however, tends to introduce a very high order of complexity. Some universities have an easily recognized domain, the boundaries of which are not violated by other universities; others share a life space with a number of other institutions. Some school districts have collaborative relationships with a single college; others may have to relate to a dozen or more. A similar situation exists with respect to professional organizations, there may be one or many. An idea of the possible complexity may be arrived at by taking Metropolitan Houston as an example. Within the city are two state universities, one private university, and three church-related institutions. All have teacher education programs. Inclusion of the metropolitan area adds five more state institutions. The Houston Independent School District is sixth largest in the nation. Around it is the usual ring of suburban districts and a number of other districts that approximate rural conditions. A total of fifty could be readily included. Of these the University of Houston has working relations at any time with approximately twenty. Other institutions work with Houston I.S.D. and selected others.

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[10] Kirst, *loc. cit.*

The Houston district is involved with at least a dozen colleges at any one time. A myriad of state and local professional organizations operate in a complex array of relationships. The number of total possible interrelationships is almost infinite. Additionally there are several county educational units and three Regional Service Centers.

From the university point of view, a center that includes the institutions, the districts with which it works, and the most representative of the teacher organizations makes the most workable arrangement. The district, on the other hand, has the problem under the university-based system of having to participate in up to a dozen centers. If the district becomes the basis of organization, institutions have to participate in as many centers as there are districts with which it works. A similar situation exists if the teacher organization is used as the basis or organization.

No logical solution appears to exist in situations where the number of elements of each kind is multiple. One possible solution is to have the following organizational format:

1. An area council with representation from all institutions, districts, and major organizations or alternatively from each teacher center within the area. Its purpose would be coordination and broad policy formulation.
2. A teacher center for each institution with representation in rough parity from each of the three constituents (institution, districts, organizations).
    a. An assembly of 1/3, 1/3, 1/3 to control *the center* (total 60).
    b. An executive of smaller size to operate the center composed of persons elected by caucus of the assembly groups (Total 9-15).
    c. A management committee in each district to make the working arrangements (Total 3).
3. A secretariat to administer the business of the center.

Clearly under such conditions of complexity there is danger of loss of effectiveness through inability to act. One essential condition would appear to be a deep conviction that the collaborative posture is essential if the full potential of the situation is to be exploited. Each has much to offer and each, much to gain. Another condition could be that the Center strive to differentiate between policies which govern management and the management itself. The former should be the function of a Center.

FORM, FUNCTION, OR BOTH?

In complex situations such as large cities, it is legitimate to question whether any form of comprehensive teacher center organization can be effective. The temptation might be to stay with informal arrangements or to rely on an array of discrete arrangements with individual districts and organizations. Experience to date is not adequate to answer the question.

Whether or not there is need for a teacher center or consortium arrangement may be an open question. Whether there is need to perform the functions for which teacher centers are designed does not seem to be open. It is doubtful that teacher education institutions ever again will be permitted the isolation posture and the superficiality of program which characterized so much of the past. Field-oriented preparation programs probably are here to stay. Similarly it is doubtful whether the formal and largely academic form of in-service and continuing education programs of colleges can continue. Colleges of Education can expect a continuing pressure to be "hands on" in their preparation programs as well as in their research and development activities. They will be credible and accepted only if they demonstrate a capacity to assist in the solution of problems.

College faculties cannot afford to be isolated from the organized profession either. They will be well advised to promote their integration into the profession and to urge the profession to attend to the problems of quality in both initial preparation and in-service.

Teacher education has been neither accountable nor responsive; it should seek to be both. Through the profession and the university, it should energetically press for quality programs and be accountable for delivering on its promise. To do so it will have to be responsive to the real-world needs of teachers and schools. As it strives to reconstruct its form and substance, teacher education will have to seek new functions, new relationships, new forms and new structures. The teacher center is but one way of doing this.

SOME SUGGESTIONS FOR TEACHER EDUCATORS

1. Start with a well-developed conceptual model which elaborates the assumptions about the profession, the relation of teacher education to the profession, and the governance of teacher education.
2. Elaborate the on-campus reality with which teacher education must deal. What are the constraints on freedom to act on advice from one's teacher-center partners? It is necessary to portray these constraints to the partners as parameters of policy and operation.
3. Take the organizational initiative through preliminary discussions and follow it with a task force to draft a plan with constitution and by-laws.
4. Ensure that the resources of personnel and funds are available and that the university does not end up in the charity or Cinderella role.
5. Involve the important on-campus groups from the outset. The arts and sciences group is particularly critical on most campuses.
6. Court the professional associations; frequently they are not accustomed to this role and are not educated or tooled for it.
7. At first emphasize the advisory role and the sharing of information and member-education roles.
8. Make an early attempt to have a visible result, (e.g. the establishment of a physical center for materials or clinical service or demonstration of continuing education. The latter will appeal to the professional groups).
9. Concentrate on information sharing and diffusion throughout the center.
10. Ensure that competent personnel provide the secretariat services.
11. Involve as many as possible in work and development activities. Task forces are useful for this purpose.
12. Develop goals and objectives early in the processes.
13. Use management techniques to keep up the action level and avoid the tendency to bog down (Perting: management by objectives).
14. Be heard and seen. Develop awareness of and support for the center.

GOVERNANCE BY CONSORTIUM
or
WHO'S IN CHARGE HERE?

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During the past ten years two notions have taken form which have potential for significant change in teacher education. One idea – that preparation programs be based on desired output/performance rather than on input/content – has given life to the national CBTE "movement." The second notion – that teacher education be a partnership endeavor – is still in the process of becoming.

Although the former notion has received more recent attention, the latter idea is older and could have the greater impact on teacher education. However, it also has greater potential for disrupting the status quo, threatening agencies' traditional life space and life styles, and bringing one vested interest *into* conflict with another. The kind of partnership invisioned is not that which has existed in the past between college and school district for purposes of field placements. It must be more.

The partnership notion is so significant because it can change total process in teacher education. All aspects of program administration, planning, and implementation can be affected. The CBTE notion, on the other hand, may affect only the way in which the ends of preparation are explicated and/or assessed. The process and means by which ends are identified and achieved need not change at all. Preparation programs can continue to be designed by a single agency in a priori manner and be implemented unilaterally.

The significance of the partnership notion is, however, dependent on how the idea is conceptualized. If the notion is to affect all phases of teacher education and certification, it must impact all phases of teacher education and certification. It must be pervasive. It must be more than shared management or a contractual agreement. It should signify a union, a fellowship wherein openness, trust, and regard exist among partners. Each partner has equal voice in all phases of governance and program. Each partner bears responsibility and accountability. Shared decision-making and parity characterize all activity. Each partner's uniqueness, integrity, and separateness is recognized as essential to the existence and identity of the partnership.

This has been the notion behind the "consortium" in Washington State. It is, of course, only one conceptualization. Achieving a partnership so characterized present problems and challenge. The state agency can aid and abet since it has delegated/legislated responsibility for teacher education and certification. The state agency (CCSO, Commission, Board) will influence the extent and impact of any partnership.

State Agency Roles and Responsibilities

The state agency's responsibilities in any partnership will, however, depend on the role(s) it chooses or is directed to emphasize by the people in charge and/or by tradition. The state agency's responsibilities in consortium-governed programs may or may not vary from responsibilities carried in programs with different administrative arrangements.

The State Agency as Regulator. This role is tradition. The state agency has responsibility to ensure the quality of preparation and the effectiveness of professional personnel. In carrying out this regulatory function, the state agency becomes the standards setter, monitor, and enforcer for both program approval and certification. In relation to governance by consortium, it is conceivable that the state agency would not only identify the agencies comprising the consortium, but also specify roles of each, administrative/management/governance structures, lines of communication, and interagency relationships. In other words, all aspects of the consortium and its operation could be dictated by the state agency.

At the other extreme, the consortium could free the state agency from traditional regulatory functions. The consortium could become a self-regulatory agency making all decisions concerning governance and program.

It should be noted that there is a vast difference between implementing regulations or statutes and providing leadership in governance by consortium.

The State Agency as Reactor. Another role, traditional for some state agencies, places the agency in the position of the small child who is admonished "to speak only when spoken to." Some state agencies prefer to avoid the problems and disruptions which can arise from the governance-by-consortium notion. Although partnership arrangements would be supported on an individual basis if involved agencies desired, the consortium notion would not be adopted nor imposed as a state-wide requirement.

The state agency's responsibilities in such cases would be similar to its responsibilities in any other program. That is, the state agency would respond to requests for assistance, ensure that state standards were being met, and be available to help if crises arose.

The State Agency as Leader. Many state agencies want to be identified as "change agents." Such agencies have invested considerable time and money in personnel and programs which should improve the agency's ability to forecast changes and predict needs, establish measureable goals and objectives, and implement new procedures/programs essential to meeting objectives.

In such agencies, teacher education personnel and advisory groups often initiate the governance-by-consortium idea. The concept is fostered because it has potential for alleviating forecasted problems while contributing to achievement of current teacher education needs/objectives (e.g., relevance, increased field experience). The consortium is viewed as a means for bringing about change in programs as well as within the agencies involved. In its leadership role, the state agency may plan, design, and control all consortium activity, including funding requests and arrangements. Or, as leader, the state agency may expect or require that the consortium or respective consortium agencies accept certain leadership, administrative, and program responsibilities once the consortium notion is viable. The state agency as leader is responsible to ensure that legislative and/or legal constraints are removed.

The State Agency as Mediator. In programs governed by consortium, the state agency may find its primary role to be that of liaison and "statesman." It becomes a facilitator of communication and interaction. Once the partnership notion is elected or required, the state agency's task may be to alleviate misunderstanding and resolve conflicts between the agencies comprising the consortium. The state agency serves as objective observer, helping agencies achieve understanding and compromise. Of course, this role necessitates the state agency's maintaining neutrality regarding many governance and program issues.

The State Agency as Consultant . The State agency may perceive its major contribution to be providing information about governance by consortium. The agency is neither advocate nor detractor. It is a resource and clearing house for information and research. This role may require that the state agency offer workshops, develop materials, and support special projects and research. The state agency is an expert resource, available to any individual or group interested in governance by consortium. Although the state agency may have a responsibility for setting certification and program standards, decisions regarding administrative arrangements are considered the prerogative of the agencies directly involved.

The State Agency as Partner. A state agency may choose to be a partner in the consortium. If so, it will have no more power than any other agency. It will share responsibility and accountability for the quality and effectiveness of programs and professionals and enjoy the benefits and frustrations of parity and shared decision-making. The state agency will carry out certain delegated/legislated regulatory functions as a member of a consortium, must as each other consortium agency represents or meets its unique responsibilities within the consortium framework.

The State Agency as Guardian. The state agency's most important role in governance by consortium may be protecting the integrity of each agency. Although each agency will give of itself to form the consortium, no agency should lose its identity of separateness. If this does occur, differing perspectives will be surrendered. The dynamic of the consortium will be lost.

A second guardian function of the state agency is ensuring that the consortium remain a flexible, open system which encourages diversity in policy and program.

The impact of the partnership notion on programs and agencies involved, including the state agency, will depend in large part on which of the preceding roles the state agency plays.

It is questionable whether the state agency can become a partner in the consortium. Although the state agency might be able to perform its leadership, regulatory, and consultant roles from within the consortium framework, it is doubtful that it could serve as mediator or guardian. A partner is not an objective observer. A partnership role simply increases the problems for the state agency in governance by consortium.

If governance by consortium is required statewide for purposes of program approval, the state agency must be an active leader, mediator, consultant, and guardian. However, if governance by consortium is optional and if consortium membership may vary from program to program, the state agency's major roles will be to facilitate consortium activity and protect agency integrity.

The Obstacles and Constraints

Obstacles and constraints to be faced by the state agency will be determined in part by the roles the state agency plays. The latter decision may rest on the state agency's risk-taking behavior and its ability to withstand the "slings and arrows . . ." Many other issues will arise from the consortium notion itself and from consortium members. The state agency will be called upon to assist consortium agencies in surmounting obstacles and resolving concerns.

Agency Authority and Responsibility. If the consortium is conceptualized as a union characterized by parity, participatory decision-making and mutual involvement in all policy and program activity, the foremost issue may be: "Who's in charge here?" Even if agency responsibilities are specified, concerns may exist about each agency's assigned responsibilities within the consortium.

Traditionally, authority and responsibility for certain aspects of teacher education have been assigned, at least implicitly, to state agencies, colleges/universities, or school districts. The consortium concept could alter traditional roles and responsibilities. On the other hand, agency roles and assignments could remain exactly the same except for participatory input and involvement in decision-making. Before they commit themselves to the consortium notion, many agencies want to know (1) which of these possibilities will become reality, (2) who will be making the decisions concerning assignment of responsibilities, (3) what roles and responsibilities will be assigned to each agency, and (4) will the agency's identity and separateness be assured. These are legitimate concerns.

The state agency faces a dilemma in surmounting this obstacle. Does the state agency specify the roles and responsibilities of each consortium agency for all phases of policy and program? Does the state agency honor the conceptualization of the consortium as a fellowship, delegating responsibility to the consortium to make such assignments? Does the state agency make certain assignments in relation to administration and managements and leave programmatic concerns to the consortium? How the state agency resolves this dilemma may mean the survival or demise of the consortium notion. This is the dilemma currently facing the concept in Washington State.

Perhaps the best way to resolve the dilemma is to provide for all possibilities. That is, the state agency may propose several management arrangements. Each consortium would select the one it believed suitable or develop its own management structure. The state agency would insist that arrangements for management of policy and program be detailed as soon as practicable after the consortium is formed. Specification of a management structure would be one criterion for program approval. Funding for policy and program development would not be requested for or provided to the consortium until management arrangements were delineated. The consortium could, of course, make alterations in its management system as time proved necessary. The state agency would serve as consultant, assisting each consortium to select or design a management system consistent with its constraints and characteristics.

Hopefully this approach would ensure that management arrangements were specified early for purposes of acquiring funds and resources and assigning agency responsibilities. It would definitely allow each consortium to make decisions concerning its management arrangements. Roles and responsibilities of agencies could vary from consortium to consortium. The state agency would not be dictating a single management system which could mean a single teacher education model.

Two additional concerns fall within this agency responsibility issue. The first deals with the extent to which all authority and responsibility for policy or program components will be delegated to a single consortium agency. If all program components affecting a particular level of preparation (e.g., first certificate) are assigned to a single agency, shared decision-making and parity may be the exception rather than the rule. A single agency may be forced to make unilateral decisions because the other consortium agencies don't want to be bothered. After all, they are not primarily responsible nor accountable for the particular level of preparation. Another approach to delegation suggests that agency assignments be made for specific policy and program components (e.g., entry screening) rather than across a preparation level. This approach seems preferable. Although primary responsibility for policy or program components may be assigned to a single agency, all agencies are responsible and accountable for each level of preparation. It is not so easy for an agency to default on its obligations to the consortium. In addition, assignments can be based on and be suited to individual agency strengths and constraints. Of course, the best of all arrangements would be shared responsibility for all policy and program elements, but this may not be reasonable.

A final concern arises because the consortium will generate certain administrative functions (e.g., record keeping, certification recommendations), and it is feared that responsibilities connected with such functions will "fall through the cracks." Administrative functions, as other responsibilities, should be identified as early as possible in consortium development and, as appropriate, assigned to the consortium or a consortium agency.

The state agency's major concern should be ensuring that delegations are consistent with the principles conceptualized in the consortium notion.

Change and Psychological Effects. The consortium notion could (in fact, should) bring about significant change in teacher education. Change is usually threatening. It is particularly so if no apparent press exists for change or if the agencies affected feel they have had little voice in the direction change will take. Some agencies believe the consortium notion is a complicated means for gaining a simple end (representative input and participatory decision-making) with which they concur.

The consortium notion can be very disruptive. Agencies (the state agency, too) may have to surrender or share certain prerogatives and power with other agencies about whom they know little. The motives of each agency become suspect. The new partners may not know each other well enough to have confidence or trust. Each agency finds prediction and control of relationships and events difficult. And, changes in agency life style and life space occur before the agency is confident or capable of existing in a new milieu.

Semantics and Definitions. The most apparent problem in governance by consortium is one of semantics. The consortium notion has as many conceptualizations as there are states or agencies considering it. Similarly, certain concepts associated with the notion such as "parity" are defined differently from agency to agency.

Some standardization of concepts is needed. The state agency is the logical body to establish definitions which are acceptable and workable. The state agency should not, however, discourage new or different conceptualizations if they are consistent with the spirit of the concept.

One of the most challenging tasks of the state agency should be to ensure variety, diversity, and uniqueness. Restrictive definitions could destroy this ultimate object.

Partners. Which agencies will comprise the consortium? In Washington State, the State Board of Education has identified three agencies: the college/university, a school district, and a local negotiating unit. In New York, a fourth agency has been added (students). In other states, only the college/university and local school district are required for a consortium. Partnership possibilities are infinite. On what basis are decisions made concerning the partners?

Although this issue has not as yet created much conflict, it could. Not only are the professional associations concerned about their role in teacher education, it is also possible that parent and student groups will demand a voice. The state agency's responsibility is to ensure that all have input. However, not all individuals or groups should be viewed as partners in the consortium. Some individuals and groups represent no constituency, have no resources to contribute to the consortium, and will accept neither responsibility nor accountability for consortium activities.

The state agency should establish a clear and acceptable rationale and basis for consortium membership. Again, state guidelines regarding membership should not be so restrictive as to disallow new or different partners so long as essential representation exists and the consortium believes additional membership is manageable.

The Washington State standards have been criticized because they limit the concept of consortium to three very specific agencies. Perhaps it is preferable for the representation to be presented in terms of constituencies rather than legal entities. However, identification of specific agencies to be represented and designation of individuals responsible for appointing representatives does alleviate many problems; it also creates some!

A final partnership issue concerns itself with the number of possible members of a consortium. How many districts, colleges, associations, students groups, etc., should be permitted within a given consortium? If too many agencies are included, representation and impact is minimal; if too few form the consortium, input may not be representative. Once again, the state agency has a significant leadership and mediation role to exercise.

Politics and Priorities. Each agency, including the state agency, has priorities, political considerations, and special interests. These factors could do great damage to the consortium notion, particularly if it is conceptualized as a "fellowship." That conceptualization connotes that the consortium will not be used for personal/agency gain. If the consortium is perceived only as a means of expediting agency interests and priorities, a power struggle is sure to emerge. Single agency special interests cannot supersede consortium interests. If each agency participates only because it believes it must to ensure its "piece of the pie," the total concept will be bastardized.

For example, any one of the agencies might use the consortium to limit supply of professional personnel; that is, to set the kind of entry requirements which would make teacher education exclusionary. Any one of the agencies might gain politically or practically by so doing. However, such misuse of the notion should not be permitted by other consortium agencies or by the state agency. The latter's role as guardian and mediator means it serves as conscience and arbitrator. No agency should USE the consortium.

It is also a reality that the consortium notion may not be the politic direction for some state agencies or potential consortium members. Because each agency is surrendering some of its freedom and power to the consortium, it may believe it will lose its independence and power. If an agency has political clout, why should it risk losing such clout by joining a new body that may have little or no power? Because the consortium notion does create issues, some agencies may prefer the less political posture of "making no waves."

Logistics. Major logistical concerns are (1) geographic constraints and (2) limited resources. Either factor will have significant influence on quality and extent of consortium development.

The geographic issue has several ramifications. Some agencies believe geographical factors will limit potential consortium partners to those within a given region. How can a college on one side of the state form a consortium with a district and association on the other side of the state? Agencies believe that too much time and too many resources will be needed just to meet travel and communication requirements. The flexibility and diversity which have existed in the past in selecting field sites and cooperating school districts could suffer. Because collaboration and on-going sharing are essential to the consortium notion, a consortium cannot disregard these geographical factors. The result might be that shared decision making and participation in policy and program be the exception rather than the rule. The ultimate objective of the consortium can be lost if too many responsibilities are delegated in total to one of the agencies. Teacher education could also be affected if given districts affiliated with certain consortia were closed to all agencies except those comprising their consortia. A consortium could become a very parochial entity. Agencies needing specific kinds of field contexts could be inappropriately excluded from such field settings.

The issue of limited resources, the second logistical constraint, will not be resolved by redistribution of current resources. New resources (facilities, personnel, equipment) will be required if only to administer the consortium. However, the problem of acquiring resources is a chicken and egg dilemma. Because the consortium notion is new and untried, a basis for forecasting needed resources does not exist. However, in order to acquire funds to initiate and implement some pilot consortia which could provide such data, agencies must project expenditures and resources needs. These projections are based on assumptions which are open to challenge, criticism, and error. No consortium agency has adequate current resources to mount pilot programs; regular programs are underfunded.

Funding. Perhaps the greatest problem facing the consortium concept is the economic one. It is complicated because the consortium notion is new and no one is certain how much it will cost. Evidence does not exist to indicate that the consortium notion will make a difference. In those states where teacher education programs are respected and considered to be well-funded, legislators (and some citizens and educators) as, "Why change current arrangements?"

Another issue associated with funding is which agency will be the fiscal agent or receive the funds allocated. Some have suggested that the consortium be so formed that it could be the fiscal agent. However, colleges and universities are justified in questioning this approach since it could affect their allotments for teacher education as well as the basis on which such funds for consortium activity if it is required. If not, should they be forced to raise tuition beyond reasonable levels to remain in teacher education?

The consortium notion will cause some examination of current funding procedures as well as formulas. At present, in Washington State, teacher education is funded in the same manner as the liberal arts. All teacher education interest should combine to seek a more equitable base for teacher education funding.

At present in Washington State, the only consortium agency which receives money for teacher education is the college. It is necessary that other public agencies begin to include, in their budgets, line items which establish teacher education (staff development, in-service) as a legitimate responsibility of districts, intermediate units, and certain governmental agencies.

Perceptivity. The word "perceptivity" has been coined to connote ability to perceive the many variables operating and to create new solutions and alternatives. It is the lack of perceptivity on the part of many of us which may be a major obstacle to the consortium notion. We become locked into a single point of view and by hanging on and resisting compromise, even though principle is not involved, watch the entire consortium notion drown.

It is also apparent that certain consortium activities or arrangements cannot be predetermined. Consortium agencies will have to be sensitive and alert, inventive and imaginative.

The state agency may not possess great perceptivity, but it should be able to offer agencies its services as consultant and mediator.

Institutionalization. As mentioned previously, semantic differences in definition and conceptualization of the consortium present problems. However, if the concept is standardized, much of its potential for effecting continual evaluation and change may be lost. Institutionalization would mean that the consortium notion would have a single, universal definition and conceptualization. Each consortium would have identical membership and each consortium agency would be assigned the roles and responsibilities deemed appropriate to it regardless of an agency's desires. Colleges and universities in one consortium would bear the same authority and responsibility born by a college in any other consortium. All aspects of policy, program, and process would be locked in.

It is apparent that institutionalization carried to this extreme could not only destroy the vitality and variety among consortia but lead to consortium agencies losing their independent identities. Institutionalization is anathema to the consortium notion as conceptualized earlier. It would destroy the consortium dynamic which is the essence of the notion.

The state has a responsibility to guard against institutionalization, while providing sufficient standardization to make the consortium a viable and manageable entity.

STATE AGENCY INTERESTS

The state agency will inevitably be changed by the consortium notion. Even those agencies which play only reactor or regulator roles will be reading a new script. Many state agencies have recognized the potential impact of the consortium notion and have chosen to pursue it because it will make a difference to the agency itself.

First, those who support the consortium notion believe it will impact programs as well as administrative structures and policy affecting teacher education. More relevant programs and more effective personnel will result. The consortium notion incorporates an intra-agency as well as an inter-agency system of feedback and checks and balances which does not exist in single agency governance or programs. The state agency should gain from the consortium notion.

Second, the consortium notion may offer the state agency the chance to escape the traditional regulatory role. The state agency can lead or, at least, serve as mediator, consultant, and guardian. Of course, some state agencies may not want the responsibility of leadership nor the headaches which can come from sponsoring and/or supporting the consortium notion. Those state agencies will continue to react and regulate.

A third reason that some state agencies support the consortium notion is that it will permit decentralization of some state agency responsibilities. For example, in Washington State, the state agency handles all evaluations of out-of-state candidates for Washington certificates. As new consortium based preparation programs are approved, the consortium is assuming this responsibility since it is the consortium which will recommend certification. In addition, the consortium is doing a much more thorough screening than evaluators in the state agency. Consortium evaluators are practitioners with expertise in the profession as well as in the specific field. The consortium expects candidates to appear for an interview and, because Washington State's programs are performance-based, to demonstrate certain competencies. The majority of certification and program evaluation functions could be delegated to the consortium. Of course, if the state agency's primary role is regulator, it might not view decentralization as an affirmative outgrowth of the consortium notion.

Fourth, the consortium offers a means whereby responsibility and accountability for teacher education is shared. In the past, colleges and universities have borne most criticism (usually none of it constructive) directed at teacher education. During 1971 and 1972, one legislator in Washington State conducted a study and prepared a report which blamed college teacher education programs for almost all the problems beginning teachers encountered. Such criticism is unjust. Professional associations, employing districts, state agencies, and the individual himself must share the responsibility.

Fifth, human and material resources to mount excellent teacher education programs are scarce. The consortium provides a basis both for requesting additional resources and pooling current resources. A vital component of any teacher education program is field experience. Often such experience is limited because adequate placement is not possible and/or effective supervision cannot be provided. Consortium arrangements could result in commitments from each of the agencies to ensure quality field experience as well as on-going supervisory activities. At least each agency will know what the trainee is supposed to accomplish during his field experience, since each agency will have participated in design of the program. Because each agency has responsibility and is accountable, it is likely that each will insist on adequate supervision and assistance to trainees.

Finally, it is possible that the collaboration among the several agencies with special interest in teacher education could lead to education's becoming a profession. Each consortium agency has political clout, but in the past each agency has acted independently. Perhaps as agencies pool resources and power, they will act as a unit to rouse public attention and support for recognition of teacher education (which affects almost every human being in each state) as a professional school and distinct discipline. Teacher education requires the kind of funding, facilities and staffing now enjoyed by law and medicine. The consortium may help agencies move beyond the "negotiating" mentality in which teacher education agencies compete with each other to a professional attitude in which we combine influence and power to gain essential resources and professional identity.

The preceding pages detail factors which are associated with governance by consortium. State agencies may be leaders in the consortium effort or they may elect to be regulators and reactors only. Regardless of the role elected or dictated, the state agency will be involved. Whether the state agency gains or loses prestige and influence in teacher education may depend on the role it plays in this effort. In addition, the impact and direction of the consortium notion will definitely be affected by the state agency role.

Evidence does not exist to verify that governance by consortium will make a real difference in teacher education. Supporters have faith that it will. Detractors believe it to be an additional, unnecessary structure which further confuses and constricts teacher education.

If the concept is perceived primarily as an administrative and decision-making arrangement, the detractors may be right. Although each agency may realize certain political ends and satisfy vested interests, the agencies will not be equally accountable and responsible for all phases of policy and program development and implementation. Consortium agencies should be as responsible for identifying and conducting program components as they are for deciding how funds will be allocated or whether decisions will be made by majority, unanimity, or consensus.

If the consortium can become the kind of unit conceptualized early in this paper, it is possible that all kinds of creative and constructive changes will occur in teacher education.

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The Governance of Teacher Education By Consortium

By

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In a past era, it would not have been very difficult to design a variety of consortium models that would provide for the involvement of those persons who could contribute to the governance of teacher education programs.

If such a model existed, for example in 1963, it would have typically contained teachers, students, school administrators, parents and college faculty and administrators. A system of voting would have been agreed upon by the parties that would have probably given control of the group to the higher education participants.

The typical agenda of a meeting of the consortium would have consisted of an exchange of ideas regarding teacher education, with the college personnel leading the discussion. Teachers would have described the problems and circumstances which they felt they had not adequately been trained to solve in the classroom. School administrators would have probably discussed the areas in which they thought new teachers were particularly deficient and, after the meeting, discussed with the higher education representatives potential teaching candidates for the multitude of positions that would be vacant next semester. The parents and students would have probably played the most subdued role, sitting back, while the "experts" discussed theories, philosophies, problems and solutions.

Some college personnel might call these – the "good old days." Some parents would look upon that era as the time when schools really had "professional" teachers. Students might claim that they didn't say much in the meetings because they "didn't want to rock the boat." Most teachers would look back at their lack of power and cohesiveness and remember how little they questioned and how often they agreed with the college personnel and school administrators even though their personal thoughts were somewhat in opposition.

The early 60's would have provided optimal conditions under which consortium governance of teacher education could have been initiated under the aegis of colleges and universities. Consortium governance would have flourished because most teachers would have been anxious to have the opportunity to discuss some of their notions about education and because school administrators would have welcomed the opportunity to further cooperate with the college.

But consortium governance was not initiated in the early 1960's (except for a few experiments) and, in New York State, consortium governance would probably not be an issue today if it had not been for the Regents' mandating consortium governance of teacher education in 1972. Although there were a few exceptions to the rule, the majority of colleges and universities did not foster – in fact, they did not even discuss – consortium governance. The control of teacher education was solidly, and seemingly perpetually, in the hands of higher education.

Realistically, under the conditions prevalent in the 1960's one would not expect higher education institutions to surrender their power and control of teacher education programs. But conditions are changing, and at least in New York State the Regents' mandate will force some type of consortium governance.

The Past Decade

It is legitimate to search the events of the past decade which seem to have led to the conditions in which we find ourselves today:

> **First**, education in the early 60's was still influenced by the post-sputnik "fall out" and was still viewed by most people as the vehicle of upward social and economic mobility and the hope of future.

Second, the schools were literally being flooded with federal monies that were appropriated, initially to improve the teaching of science and math. These federal funds eased the financial pressures facing the schools.

Third, the teachers were generally unorganized by the associations and unions. Many of the state associations enjoyed large memberships, but much of the high percentage of members attributable to the chief school officer who not only encouraged membership in local, state and national associations, but in many cases required membership as a term and condition of employment in his school district.

Fourth, the state education departments enjoyed a position of honor accorded them by administrators, teachers and, most importantly, the state legislators.

Fifth, parent power meant attending PTA meetings on the first and third Wednesday of each month.

Sixth, college faculty and administrators were beginning to admit that they did not own the corner on the market of truth – although they still possessed high status in American society.

Concurrently, a new breed of educational critics arose – Jencks, Kozol, Illich, *et al.* – condemning our schools, branding them as useless and breeding doubt and negativism among the populace towards the educational system. With these critics came all kinds of panaceas, including voucher systems, PPBES, management by objectives, differentiated staffing, performance contracting, educational television, sub-contracting, and state and national assessment programs – all geared towards infusing or mandating some type of accountability system in our schools.

The movement towards accountability and cost-effectiveness was, in part, inspired by releases of reading scores that depicted one-half of the students reading "below average" and math scores, often from city schools, that showed declines when compared to scores achieved in previous years. Woven through many of the attacks on schools was the charge of "irrelevancy" of the curriculum by minority groups and students.

While all of this was smoldering, the frustrations of decades of impotence on the part of millions of teachers across the country were reaching their culmination. The years of laboring under an Icabod Crane image and mentality that teachers must not receive high salaries because it was unprofessional to do so were quickly coming to an end. Collective bargaining had "come of age" for teachers in most of the industrialized states in the country, and with this sweeping movement came a new image for teachers and a new role for teacher organizations.

In 1961, Myron Lieberman noted that teacher organizations were unable to carry out modest programs of educational reform and typically lacked even as much power on education matters as other leading pressure groups:

1. "Ninety percent of the local and all of the state associations affiliated with the NEA, and the NEA itself, permit unrestricted administrator membership. As a result, most comprehensive teachers' organizations are employer dominated and oriented away from vigorous action to advance their objectives.
2. There has been long tradition among teachers of using only non-political means to achieve their goals. This tradition has two major roots. One is the desire of school boards, as employers, to keep their employees weak. The other factor is the broader fear of the American people of intensive political activity by public employees. The feeling that teachers should be objective in their teaching has further contributed to the unrealistic and undesirable belief that they should be nonpolitical outside the classroom.
3. A false concept of professionalism has led teachers to ignore the fact that professionalism often imposes an obligation to resist rather than to blindly follow public opinion."[1]

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[1] Lieberman, Myron, "The Influence of Teacher Organization Upon American Education," *The National Society for the Study of Education*, Vol. 60, Pt. 2, 1961.

In less than ten years, the teacher organizations in New York State were able not only to remedy each of these situations but also to see the wisdom of discontinuing the NEA-AFT rivalry and to merge competing organizations, which resulted in the strongest teacher organization in the history of education in New York State and the strongest state organization in the country.

The battle for recognition and power was not easily won — indeed, it is still being waged. But as Albert Shanker, NYSUT executive vice president and president of the UFT often recounts when discussing the topic of merger, "Five percent plus ½ of 1% equals 90%." He is referring to the merger of two competing teacher organizations in 1960 in New York City: the High School Teachers Association and the Teacher's Guild; one organization representing 5% of the teachers and the other representing ½ of 1%. The merger was condemned by newspaper reporters as a movement by teachers to flex their muscles, and the reporters warned the public about an impeding teacher power movement. The reporters turned out to be very convincing; in fact, within a few years they had succeeded in convincing 90% of the teachers in New York City that if they had a strong organization they would no longer be bullied and pressured by those anti-teacher groups. So the merger of an organization of 5% of the teachers with an organization of ½ of 1% of the teachers resulted in an organization with 90% of the teachers.

On the state level, the merger of the New York State Teachers Association and the United Teachers of New York in 1972 should have produced a membership of 160,000 teachers. Instead, it produced a membership in excess of 200,000 teachers during the first year the merged organization was in existence.

Why did teachers join? They joined because for the first time in history, teachers, via their organization, could impact the decisions made by our government, have their interests represented in a variety of arenas, and obtain economic and professional improvements through negotiated contracts. Teachers now had a vehicle through which their brand of education could be espoused, their rights protected, and their working conditions made more palatable.

Enter C/PBTE/C
(Competency/Performance Based Teacher Education/Certification)

Also smoldering for years was the reform movement in teacher education. State education departments attempted a variety of approaches and schemes that would provide the impetus for the improvement of teacher education. However, in the final analysis, they always retreated to counting credit hours and contact hours in order to certify teachers and they continued to use measurers such as the number of Ph.D.'s on the faculty and the number of volumes in the library as the criteria by which to approve and register programs.

It became painfully obvious to state education department officials that a prescriptive program of curricular changes in teacher education programs would be effectively resisted by colleges as an infringement upon academic freedom and as the first step towards the destruction of the integrity of higher education institutions.

My personal feeling is that there is no single program or scheme that state department officials would suggest (let alone impose) because there isn't any evidence to prove the superiority of one system over any other. Therefore, the most effective way to stimulate change in teacher education programs would be to provide a framework for change and introduce agents of change and let them "go at it."

In New York, the framework consists of answers to the following questions.:

- "What competencies and attitudes should the student demonstrate at the completion of the program?
- "What evidence will be acceptable to demonstrate that the desired competencies and attitudes have been achieved?
- What contributions to the teacher education program will be made by the university, the school district, the professional staff, and others?

- What steps are being taken to introduce the concept of demonstration of competence in relevant components of the non-professional education portion of teacher education programs?"[2]

But more to the point of this monograph, the so-called agents of change, according to the mandate, would be teachers, administrators and "other interested parties" – through the vehicle known as consortium governance.

Since the conditions of the past decade described earlier obviously do not exist today, we must examine the environment with which we must deal:

First, education is no longer viewed by many people as the vehicle for upward mobility. (Coleman is partially responsible for current recognition of that fact.)

Second, federal monies have dried up – even in the areas of science and math.

Third, teachers are now organized into viable affiliations and are beginning to recognize the potential power within their ranks.

Fourth, many state education departments have been attacked by different segments of the profession and are viewed by some legislators as "the last of the big spenders."

Fifth, parent power in the form of complete community control of schools – to the extremes of advocating the hiring and the firing school personnel, determining curricula and textbooks, and evaluating teachers – is rapidly transforming education into a political football and a stepping stone to political office by a few aspiring demagogues.

Sixth, college personnel no longer enjoy as prestigious a position as formerly. Violence on the campus and philosophies viewed as ultra-liberal or radical by segments of society have combined to lead many people to question the quality of the personnel and the relevancy of the curricula in our colleges and universities. Who will soon forget the phrase "effete snobs?"

Effect of Teacher Unions/Associations

As was indicated earlier, the most penetrating change in the past decade, from my perspective, is the organization of the heretofore vastly unorganized teaching profession, because any changes in education will affect the united teaching profession.

This point was acknowledged in *Atlanta or Atlantis?*, another monograph of the Multistate Consortium, in the following manner:

> No approach to competency education will ever be implemented if teachers (or more specifically the organized teachers' group) are opposed.[3]

Although the terms "union" and "association" reflect the fact that in many parts of the country there are two competing organizations of teachers, it has become obvious to most people that there are few programmatic or philosophical differences between the two groups. As the few remaining differences between them diminish, the merger of all teachers in the country becomes closer to being a reality.

Teacher organizations have demonstrated that negotiating a contract and earning a higher salary are not antithetical to the concept of professionalism. Teacher organizations offer a vehicle for the improvement of the profession as well as for improved economic benefits, contract security, and fair dismissal procedures. Examples of professional development include the UFT (United Federation of Teachers) Teachers Store which offers educational resources, supplies and materials geared especially for classroom teachers; the pioneering of Instructional Development Institutes by NYSUT staff with the assistance of a federal grant; the development of teacher centers in places such as Great Neck, N.Y., and New York City, just to name a few.

Candidly, it must be admitted that, although we are proud of our past accomplishments in the area of professional growth and development, there is much more that we will be able to do in the near future. As more members require these services, the local, state and national teacher organizations will be providing the same type of services in professional development as have been implemented in the area of negotiations.

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[2] New York State Regents, *Education Beyond High School*, Part II, Section 2, Unit 2, 1972.

[3] Andrews, Theodore E., *Atlanta or Atlantis?* Publication of the Multi-State Consortium on Performance-Based Teacher Education, 1973.

Teacher Involvement

For many years, teachers have been requesting involvement in the governance of their profession, but history has illustrated that **meaningful** involvement of teachers has only occurred since the advent of collective bargaining. Today, teachers are no longer satisfied with token involvement.

The term "involvement" possesses a negative connotation to every teacher and teachers' group that found itself grossly outnumbered and, eventually, outvoted by people or groups that had little expertise in classroom affairs. Too often the advice sought of teachers by administrators has gone unheeded. Teachers have gained significant learning experience in the politics of involvement – unfortunately, it has come as a result of trial and error.

Teachers want significant and meaningful involvement through their local teacher organization, for it is only through their organization that they have any protection from arbitrary or capricious acts and reprisals by management or administration.

The practice of being "used" under the guise of involvement was not reserved for teachers alone, however:

> Participation in organization was a dominant theme of both administrative practice and management theory in the sixties. During that decade, industrial workers extended their demands from the traditional areas of wages and benefits to the crucial matter of control. Students were roused from their early passiveness to assert, sometimes violently, their right to be fully involved in shaping their own destinies, whether on the campus or within the nation generally. Most importantly, black persons not only intensified their attack on racial oppression in this country, but also perceptibly shifted their direction from desegregation to black dominance of relevant institutions.[4]

Since the degree of involvement in a consortium is meaningful to teachers, I refer to Robert Denhardt's article in *Personnel Administration* which cited three main aspects of alienation in a social group:

- **powerlessness,** the degree to which persons feel they are unable to control their own destinies;
- **normlessness,** the feeling that it is impossible to achieve valued goals through socially approved means;
- **meaninglessness,** failure to share fully in the substance of the group experience.[5]

Teachers have overcome powerlessness and, with some exceptions, normlessness, but they are still concerned about meaninglessness. For example, NYSUT's Division of Research and Educational Services recently analyzed a questionnaire that was distributed to teacher members of the C/PBTE Trial Project policy boards (consortia) in New York State. The majority of respondents (10 out of 16) indicated they could not effectively or fully participate in the consortia for a variety of reasons: "not enough time," "meetings held during school hours," "meetings dominated by college personnel," etc.

Basically, the term "involvement" includes the concept of "power," which unfortunately triggers negativism in the minds of many people. The drive for power has typically included visions of Nazi-type dictatorships, police states, brainwashing and the exploitation of the masses.

David C. McClelland claims that if A gets B to do something, A is at one and the same time a leader (i.e., he is leading B) and is exercising some kind of influence or power over B – if I win, you lose. It is no wonder that many people fear power. He also points out that an alternative might be called the "influence game," which does contain the danger of being accused of manipulating people. This system, obviously, encourages the leader to influence people "for their own good."[6]

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[4] Denhardt, Robert, "Alienation and the Challenge of Participation," *Personnel Administration,* September-October 1971.

[5] *Ibid.*

While teachers are becoming accustomed to the positive concept of power, they still fear that the influence game is being played with them by administrators and outsiders. Therefore, their emerging power base, fear of the influence game, and the significant improvements in their professional status as a result of their local contracts, combine to declare that teacher participation does not mean the participation of an individual teacher, but the significant involvement of teachers who speak for the profession. If teachers are not represented in consortia via their local teachers organization, the voice of the teachers is not being heard and one of the most powerful groups in the educational community is being disregarded.

New York State Mandated Consortia

In New York State, higher education institutions are not deliberating whether to enter into consortia with teachers and school districts because the debate is academic – they are mandated to do so. This places them in the somewhat difficult position of having to seek friendly relationships with teachers and school districts who (and which) are not mandated to cooperate with them. It also introduces the concept of power-sharing into the university – a concept that hitherto has been reserved for those within the ivy-covered walls.

A few years ago – even this year – teacher organizations would have welcomed meaningful involvement in the various consortia with open arms. Unfortunately, the invitation to participate in New York State was accompanied by a mandate that they must do so under the framework of C/PBTE/C – a system that the New York State United Teachers view with a high degree of caution.

While it may not be totally within the scope of this paper to describe NYSUT's apprehension regarding C/PBTE/C, it is germain to an understanding of the reluctance on the part of organized teachers to participate in consortia whose goal is a C/PBTE program.

- NYSUT objects to the term "competency-based teacher education" because it implies that all other formats produce incompetent teachers.
- NYSUT objects to one of the foundations of some CBTE programs, (i.e., that pupil performance should be the underlying basis of teacher competence). Measures of pupil performance are presently inadequate to allow for this type of evaluation and those outside variables affecting pupil performance have not been isolated and validated. This is particularly true since teachers do not generally have the power to select the necessary learning resources or to control the curriculum in the schools and should not be held totally accountable for outcomes.
- NYSUT questions CBTE effectiveness unless the "essential" teaching competencies are analyzed, systematized and internalized.
- NYSUT views with alarm those CBTE programs which are focused upon mechanistic rather than humanistic phenomena.

In one respect, teachers in New York State must be appreciative of the Regents' mandate because it acknowledges the important contribution to teacher education that can be made by the practitioner. On the other hand, however, the Regents failed to acknowledge the fact that the teacher organization **must** be the representative of the teachers in all educational matters – a situation that threatens the organized profession and could be regarded as union busting.

Can a Teacher Education Consortium Work?

The multi-million dollar question (no exaggeration) is "Can a teacher education consortium work?" It appears that the answer is a qualified "yes." There are many conditions that must be met and some traditions that must be altered. It's presumptious to claim to be knowledgeable about all of the ingredients that are necessary for success, but some traditions and conditions that must be accommodated can be recommended:

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[6] McClelland, David C., "The Two Faces of Power," *Journal of International Affairs*, Vol. 26, No. 1.

Teacher traditions and conditions:

- Teachers now enjoy a more powerful status than ever before in the history of our nation – a consortium cannot threaten this power base by "using" individual teachers and not the teacher organization.
- Teachers have proven that it is not unprofessional to be paid for their labors. For too long the phrase "professional obligation" has meant "work for free." Other professions engage in "altruistic" professional practices for tax breaks; teachers need higher incomes, not tax loopholes.
- Negotiated contracts are legal documents regulating the terms and conditions of the employment of teachers. Changes in contracts in order to accommodate teacher education programs must be kept to a minimum and must be negotiated through the local teacher organization.
- Teachers must meaningfully participate in the consortium and not be placed in the position of being constantly outvoted. NYSUT recommends that teacher participants in consortia have veto power.
- Teachers are generally teaching in a classroom or supervising students at least five hours per day, not including bus duty, homeroom assignment and special activities periods after school. They must be given adequate released time in order to participate effectively in the consortium.
- The primary responsibility of schools and teachers is the education of their students – not the training of prospective teachers. Experimentation and innovation must be planned with the teachers, not imposed upon them.

School district traditions and conditions

- School districts are facing financial difficulties and will not find it easy to finance substitutes to replace cooperating teachers.
- Schools are under the gun to demonstrate management by objectives and product accountability.
- Schools are not clamoring for new teachers as in the past since the enrollments have declined or remained constant.

Higher education traditions and conditions

- Higher education institutions have had the freedom to design their own programs (usually within the parameters of state regulations) but are now faced with the prospect of relinquishing some of their power.
- Most institutions have some form of faculty governance over degree requirements and curricula. Consortium governance will threaten these prerogatives if it is not handled properly. Since NYSUT represents faculty and staff of the state university and the city universities system, it must protect the integrity of the faculty governance structures when they exist.
- Higher education institutions are in the same situation as school districts when it comes to finances. A redistribution of finances is not the complete answer – new sources of funding must be found and infused into the programs.
- Non-education faculty (liberal arts) have a vested interest in education programs (whether they realize that fact is another question); they must be participants in institutional governance in order to have an opportunity to provide input and receive information on the new governance structure.
- Higher education institutions are primarily responsible for the teacher education program. They stand to lose the most if the consortium does not work effectively or if the consortium directs unrealistic changes in the program.

These (and other) practical, political and traditional conditions must be considered in the development of a consortium.

Win-Win; Lose-Lose

One of the strongest forces that can militate against the effectiveness of consortial governance is the philosophy of Win-Win; Lose-Lose. I have observed in the process of negotiations, that whenever one side in the negotiations advocates this philosophy, the other sides automatically adopt it, resulting in a polarization of the parties.

In the purest sense, there is no winner and no loser in the bargaining process. Each side enters the negotiations with certain problems they want remedied and needs that must be satisfied. The process of negotiations provides the forum for all parties to legitimately understand each other's concerns and ultimately reduce to writing those elements upon which they can agree. In most cases, each side has certain "non-negotiables" which provide the parameters for bargaining. If the "non-negotiable" items are unrealistic, the sides will quickly polarize and the parties will be unable to understand each other's position and obviously make reaching agreement very difficult.

If the "non-negotiable" items are accepted by all parties, then agreement on the negotiable items becomes possible. However, there is no intention to convey the impression that negotiating under these conditions is easy. It may be necessary to conduct very long, hard bargaining sessions in order to reach agreement.

When the negotiations process is completed, and the parties have reached agreement, it becomes necessary to formally bind all parties in the contract. Since all parties have engaged in the bargaining process and have agreed to the conditions in the contract, they have "ownership" in that agreement. If the parties take the attitude that "if I don't win, I lose," then the contract will be difficult to enforce and relationships between the parties will be sour and unproductive. But if, on the other hand, the parties have the attitude that they are satisfied with the agreement, the relationship between them will be harmonious and productive.

The negative aspects of the win-lose mentality were illustrated by Blake and Mouton, who suggest the following recommendations for alleviating the win-lose syndrome:

- The groups must gain an understanding of win-lose dynamics as a basic step in the reduction of competitive inter-group relations.
- The groups must avoid falling into the pitfalls that arise when each of the contending groups has its own unique and preferred solution to any given problem.
- The groups must try to avoid creating the conditions under which an opposition group becomes a defeated group.
- The groups must endeavor to create conditions under which the facts surrounding an area of disagreement can be fully explored.[7]

Conclusions

The evidence presented in this chapter leads me to suggest the following conclusions.

First, the governance of teacher education by consortium is a viable approach under certain conditions.

Second, teachers in most sections of the country are increasingly shedding their "Icabod Crane" image and beginning to assert their power through their association/unions. Participation in consortium governance of teacher education should not threaten their quest for a "place in the sun."

Third, teacher representation in a consortium must include significant rather than token teacher involvement.

Fourth, the local association/union must be the representative of the teachers in any consortium.

Fifth, teachers will need to be properly remunerated and granted adequate release time in order to participate in the consortium.

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[7] Blake, Robert R., and Jane S. Mouton, "Reactions to Intergroup Competition Under Win-Lose Conditions," *Management and Science*, Vol. 4, No. 4, July 1961.

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Sixth, all parties must present their "non-negotiable" positions at first available opportunity. Conditions at certain schools and colleges may effectively prevent coming to agreement, regardless of the amount of negotiations that transpires.

Seventh, the acceptability of the consortium as a method of governance must firmly be established by all parties prior to tackling C/PBTE/C mandates.

A position paper published by the AACTE-New York State, claims that consortium governance of teacher education

> "has many inherent weaknesses but it can work only if boards of education are able to assume **joint responsibility** and have **joint accountability** (including fiscal accountability) for the preparation and renewal of teachers along with the colleges . . .
>
> Likewise, professional associations (collegiate and non-collegiate) have to assume an increased responsibility for assisting the individual professional in his ongoing development as a teacher. In addition, a concentrated effort should be put forth to establish vehicles to promote linkages between the resources of the colleges and the schools (i.e., Teaching Centers, consortia, etc.), which will provide for a sharing of preservice and inservice responsibilities, as well as to exchange options for human resources with the end result being that the professional preparation of teachers becomes a cooperative (joint) responsibility of the schools as well as institutions of higher education."[8]

While I am not certain that I fully understand the recommendations regarding the sharing of resources, it seems important that higher education institutions make public their role in teacher education and their contribution to the improvement of education. Thus far, the teachers and school districts have been identified as the parties who must share in the accountability and the responsibility of teacher education, but no mention has been made regarding the kinds of new services and programs that colleges and universities will make available as a result of their being relieved of the total responsibility for teacher education program. Colleges and universities should evaluate the programs they offer to the public and to teachers and should develop innovative services that can be utilized by school districts and teachers. I suggest that these services be planned and implemented in concert with teachers and school districts. Such services could include assisting teachers with problems they face in the classroom, assisting teachers in the development of new methods to teach various units of study, helping teachers improve test design, etc.

If colleges do not venture into new areas of development, I foresee many people interpreting the **sharing** of responsibility for teacher education as a **reducing** of responsibility. The disastrous implications of that perception are quite obvious.

Teacher organizations are cautiously optimistic about their emerging role in the governance of teacher education by consortium. In Marxian terms, it is a situation whereby the "have not's" get to share with the "have's." However, that is the end of the analogy because teacher organizations are not interested in a "dictatorship of the proletariat" over colleges and universities; rather they are interested in sharing expertise and, if possible, resources in order to improve the training of teachers.

We need to experiment with consortium governance before we leap into it with both feet. We need to examine the effectiveness and viability of various models in order to determine appropriate direction.

There is no pretense on my part to minimize the problems that will result from the process of bringing together diverse groups that possess a wide range of power and varying degrees of commitment to the field of teacher education.

Most practitioners agree that student teaching and classroom participation are very effective segments of teacher education and therefore the teacher organization and the school district should be brought into the governance of teacher education. Formalizing the structure and making it operational will not be a simple task. It will take effective negotiations in which the parties reject the win-lose philosophy. The stakes are too high — all educators could lose.

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[8] "Teacher Education in New York State," A committee paper of the AACTE-NYS, October 1973.

THE GOVERNANCE OF TEACHER EDUCATION BY CONSORTIUM – WILL IT FLY?

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In this chapter the concept of collaborative governance of teacher education is viewed through the filter of administrative responsibility and practice in a major American urban school system. While the viewpoint is not claimed to be representative of any particular class of school administrators, it is one way of looking at some issues and concerns with which those of similar stance are invited to associate themselves.

Little effort is devoted to a recital of the historical development of teacher education or certification. Presumably those with sufficient concern for the historical analysis will consult such available sources as Beggs,[1] Brubacher,[2] Edwards and Richey,[3] and Woodring.[4]

It is accepted here that competency-based teacher education is a fact as well as a concept and that it is alive and well in many places in this nation. As Griffiths points out, "The major developments in teacher education at the national level is competency-based teacher education (CBTE)."[5]

Since CBTE is an important development in American teacher education, the governance of teacher education, therefore, encompasses competency-based, as well as traditional, teacher education.

Although teacher education and its governance are important in relation to all schools, public and independent, our concern is limited to teachers in the public schools. This is due, not to any intention to ignore the importance of the non-public schools, but to the observance of the rights of non-public schools to retain their non-public governance structures.

Definition of Terms

It is important, at the outset of this effort, to define and clarify key terms used in this chapter.

Governance:

The act, process or power of governing (making and administering policy).

Teacher Education:

"Programs and procedures for preparing those who wish to practice in the teaching profession, involving on the one hand the acquisition of knowledge and the ability to apply it, and on the other, the development of the needed repertoire of initial behavior and skills."[6]

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[1] Walter K. Beggs, *The Education of Teachers.* (New York; the Center for Applied Research in Education, Inc., 1965).

[2] John S. Brubacher, *A History of the Problems of Education.* (New York; McGraw-Hill Book Company; 1966), Chapter 16.

[3] Newton Edwards & Herman G. Richey, *The School in the American Social Order.* (Boston: Houghton Mifflin, 1963), Chapter 16.

[4] Paul Woodring, *New Directions in Teacher Education.* (New York: The Fund for the Advancement of Education, 1957), Chapter 2.

[5] Daniel E. Griffiths, "Intellectualism and Professionalism," *New York University Education Quarterly,* V No. 1 (Fall, 1973), 1-16.

[6] W. Robert Houston and Robert B. Howsam, "Challenge and Change," *Competency-Based Teacher Education.* (Chicago: Science Research Associates, 1972).

Teaching Profession:

The term used to refer not only to classroom teachers but to other school staff as well: administrators, supervisors, pupil personnel staff, and other specialists.

Consortium:

"An organizational instrumentality, usually informal, which facilitates cooperation: e.g., among colleges and universities, professional organizations, the community, and the schools."[7]

"As generally conceived, a teacher education consortium involves a college, one or more school districts, and one or two other representative groups; for example, parents, students of teaching, representatives from professional education groups, and the like. Consortia vary in size, complexity and function within a teacher education program."[8]

What we are discussing, then, is the making and execution of policies related to the preparation and upgrading of pre-service and in-service educational personnel through an organizational instrumentality which is based upon cooperation among college and universities, professional organizations, the community and the schools. This is an arrangement in which, as Smith points out, the partners mutually accept and respect their distinctive roles.[9]

Policy Making and Management

The difficulty of clearly separating management or administration on the one hand and policy making on the other is of such an order of difficulty that attempts to make the distinction lead to frustration!

> Much effort and time have been consumed in attempting to establish and confirm in practice a sharp dichotomy between policy formulation and administration. It seems clear that a precise line of demarcation is extremely difficult, if not impossible to set.[10]

Rather than continuing the search for the separation key, this paper accepts the dictionary definition of governance which includes both policy making and the administration of policies.

A policy is general. It provides guidance for action:

> Policy making is the most important function assigned to a governing board. Through policies the board expresses and maintains control. Consistency of behavior and the ability to anticipate another's actions are important for any group of people who must work together in a complex institution. Policies help to create this pattern of behavior.[11]

Management deals directly with idea, people and things. The tasks of management include conceptual thinking, administration and leadership. Continuous functions involved are problem analysis, decision making and communication,[12] all carried out in consonance with policies.

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[7] Allen A. Schmieder, *Competency-Based Education: The State of the Scene,* (Washington, D.C. American Association of Colleges for Teacher Education, et al., 1973). p. 23.

[8] H.D. Schalock, "Impact of Competency Definition on Teacher Preparation," *Educational Leadership* XXI No. 4 (January, 1974), p. 318 ff.

[9] E. Brooks Smith et al., *Partnership in Teacher Education* (Washington, D.C.: American Association of Colleges for Teacher Education, 1968), p. 14.

[10] Administration and Supervision Task Force, *Improvement and Reform in American Education, the Administration and Supervision Viewpoint,* Unpublished Report to William L. Smith, Deputy Commissioner for Development, United States Office of Education, June, 1973, p. 28.

[11] Stephen J. Knezebvich, *Administration of Public Education,* (2nd ed.: New York: Harper and Row Publishers, 1969), p. 217.

In viable organizations, policy formulation is influenced by the experiences and opinions of management, and policies are changed and/or repealed in consideration of those experiences and judgments.

The Need for Educational Reform

Changes in teacher education and its governance are not isolated concerns but are integrally related to the improvement of schools and schooling generally. They should not be considered apart from the general goal of school reform.

A little more than ten years ago, Harry Rivlin identified several major areas of development affecting schools and schooling which called for effective response on the part of the education profession. Rivlin considered the areas to be not only those in which most change had taken place, but those in which still greater changes would occur. The events of the intervening decade and examination of the current scene indicate the accuracy of Rivlin's position and the importance of attention to such concerns as the following in any attempt to improve schooling: equality of educational opportunity; appropriateness of school programs for the diverse population; increasing complexity and expensiveness of education; availability and deployment of educational personnel; curricular content; educational implications of international developments; need for schools to relate programs to such problems as unemployability; the decreasing gap between the educational level and involvement in school affairs of parents and the general public on the one hand, and school personnel on the other; need for increased effectiveness and efficiency in school affairs.[13]

A United States Office of Education task force of administrators and supervisors recently appraised the situation:

> Americans as a people manifest great faith in the efficiency of the school as a vehicle for personal, social, economic and civic mobility. To a great extent this faith has been justified, as indicated by such conditions as the following: economic mobility attributable to educational attainment, high levels of literacy among the general population, the record high proportion of children and youth enrolled in school, and the over-all achievement rates of current students.
>
> However, it might be said the school stands indicted by its success, for the personal, social and economic advances that are attributed to schooling have been spread unevenly among the population, in spite of a long-standing commitment, in the abstract at least, to equal access to educational opportunity.[14]

Twenty significant barriers to the attainment of optimum school effectiveness are listed by the task force:

1. Preoccupation by many educators and a sizable part of the general public with the maintenance and/or expansion of present educational activities, with inadequate attention to qualitative considerations;
2. Inordinate attention to operational efficiency at the expense of concern for programmatic effectiveness;
3. Inadequate research, development, and evaluation processes;

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[12] R. Alec Mackenzie, "The Management Process in 3-D," *Harvard Business Review* (November-December, 1969), p. 80 ff.

[13] Harry N. Rivlin, "The Profession's Responsibility for Educational Change," in *Changes in Teacher Education*, Report of the NCTEPS Columbus Conference, 1963, (Washington, D.C.: National Commission on Teacher Education and Professional Standards, NEA, June, 1963), p. 20 ff.

[14] Administration and Supervision Task Force, *op cit*, p. 12.

4. Emergence of power centers in and surrounding education and the consumptive use of energies in the promotion and maintenance of the interests of various power groups (e.g., employee organizations, advocacy groups);
5. Bureaucratic structural features which either discourage or fail to encourage creativity on the part of individuals and the organizations;
6. Inadequate dissemination of the evolving body of pertinent knowledge and skills;
7. Reluctance to apply new knowledge and skills which have been developed;
8. Systems of rewards, incentives and punishments which limit or discourage creativity and exploration by students, teachers, or administrators;
9. Rigidities in the organization and sequential relations of educational activities and programs, which limit student options;
10. Lack of comprehensiveness in the educational planning and delivery mechanism;
11. Laws and regulations which are inconsistent with sound educational practice;
12. Use of time and scheduling procedures in consideration of administrative expediency rather than to facilitate learning and teaching;
13. Restricted participation in the decision-making process;
14. Too narrow views of schooling and education, often resulting in the encapsulation of the school's concerns within its physical structure and limited operating time, with attention concentrated too heavily upon the formal teaching program;
15. Deficiencies in the preparation, credentialling, selection, placement, and compensation of educational personnel;
16. Fragmented use of educational and related welfare resources through separate and often competing planning and delivery systems;
17. Limited personal interaction among and between students, teachers, administrators;
18. Inadequate resources to implement comprehensive programs;
19. Inequitable distribution and availability of financial support of education;
20. Limitation on the use of the full range of the available competencies through discriminatory policies and practices based on sex and race.[15]

The task force assessment of the state of school reform holds that "Various efforts, mostly piecemeal and short-lived have been made in attacking the problems. True, some progress has been made and yet it seems 'the more things change – the more they stay the same.'"[16]

Several of the reasons for change refer to the diversity of the American population and the inadequacy of educational programs to provide for various segments of the population. Minority peoples, those whose ethnicity and culture differ from that of the majority group, have perceived that their ethnic and cultural identification has been a barrier to their enjoyment of equal and equitable rights.

Historically, schools in America have sought to educate divergent racial and ethnic groups for "Americanization" based on the "melting pot" concept. Consequently schooling has often been a vehicle for the denigration of cultures and cultural values different from those of the predominant group. The end result has been unequal educational opportunity for the children of most minority groups.

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[15] *Ibid.*, p. 16.

[16] *Ibid.*, p. 6.

Enrollment in school is compulsory for American children and youth. Hence the educational program must encompass the entire population. Schooling, then, should not be viewed as a privilege extended to some as a right protected for all the people.

Universal educational opportunity and equality of access to the benefits of schooling require the acceptance and endorsement of cultural pluralism. Education conceived in this light recognizes that cultural pluralism is a fact of American life. Those who control education and those who participate in it must come to view cultural diversity as a strength of the society, not as a problem.

Multicultural education provides for interchange and interaction among the various cultures represented in the school and in the society so that the members of each cultural group gain understanding of and appreciation for the dignity of their own as well as other cultures, feeling no pressure to reject their own or to adopt another.

The goal of a system of education which supports cultural pluralism is the full development of each person as an individual and as a member of a constellation of cultural affiliations. It seeks the open society in which available personal options are unrelated to factors such as race and cultural identification.[17]

Although it is clearly recognized that school reform must proceed rationally with due regard for the interrelatedness of the various parts of the enterprise, it is equally obvious that waiting until all the actors are ready for the entire drama will delay interminably the start of the production.

The most essential role in the school (next to the pupil) is that of the teacher. No really basic change in schooling can take place which does not involve those who deliver instruction.[18] Consequently, it is entirely reasonable to concentrate on teacher preparation and certification as a major aspect of educational reform.

The Relationship Between Teacher Education and Teacher Certification

Because of the means-end relationship between teacher education and teacher certification, both must be included in a discussion concerning either. Certification standards represent (or should represent) outcomes of preparation. Such standards should, therefore, guide the content and process of teacher education programs.

The purpose of teacher education is to prepare persons who wish to work in various instructional and related capacities to perform the work effectively and, where consistent with effectiveness, to perform it efficiently. A program of teacher education should equip the trainee with the knowledge, skills, and attitudes necessary to enable the individual not only to diagnose pupils' learning needs and utilize appropriate strategies and techniques to meet those needs but also to participate intelligently in the evaluation of the school as an institution and in programs to carry out change in the school.

Certification in relation to the teacher education program "should distinguish between levels of competence, protect the public against incompetent professionals in our schools, make some provision to guard against professional obsolescence, and reflect the differing criteria necessary to the judgment of competence in differing areas of the education profession."[19]

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[17] MaDezon D. Stent, et al., *Cultural Pluralism in Education* (New York: Appleton-Century-Crofts, 1973) cf. Chap. 2 and 7.

[18] Roy A. Edelfelt, "The Reform of Education and Teacher Education: A complex Task," *The Journal of Teacher Education,* XXXIII No. 2, (Summer, 1972), p. 117 ff.

[19] Office of Education, U.S. Department of Health, Education and Welfare, *The Education Professions: A Report on the People Who Serve Our Schools and Colleges* – 1968, (Washington, D.C., U.S. Government Printing Office: 1969), p. 21.

Teacher education is divided into two phases: pre-service, that part which precedes certification and employment; and in-service, that part which comes after certification and employment. "As long as knowledge about education continues to increase and new techniques and devices are contrived, there will be something new for the teacher to learn regardless of his degree or years of experience."[20]

In an attempt to clarify the relation between teacher education and teacher certification, it is posited that the relationship, particularly as regards pre-service preparation, should be seen as more functional than organic. Both certification and Teacher education are aspects of educational personnel development as a broad carегory of activity, but the purposes of certification are entirely public and social, while the purposes of teacher education are both public and private, as well as social and personal.

To illustrate the public nature of teacher certification, it is helpful to note that, in the schools, responsibility for the quality of all aspects of their operation is seen by the general public as belonging to the school as an institution and/or to the system of which the school is a part. At every level – from the individual school to the total local education agency – school officials are held responsible for the effectiveness with which the school program is conducted. The quality of the program depends upon the competency of staff members more than any other single factor. While the adequacy of the performance of the school staff is related to institutional factors such as school organization, curriculum expectations, and staff working conditions, the most important determinant of personnel competence is training.

Certification standards and procedures represent an important part of the mechanism by which schools seek to identify the competency of their professional employees. Its goal is distinctively public and social. Moreover, the holding of such credentials is necessary for employment in the schools which in this nation are by custom, tradition and law a public responsibility.[21,22]

Teacher education, on the other hand, is a blend of public and private concern. The goals of a program of teacher education should reflect not only the personal expectations and values of those who are trained but, just as importantly, the needs of the school as an institution, for it is in schools that teachers will perform their professional services.

The content, structure, and processes of teacher education programs, though influenced by certification standards and related processes, remain essentially the responsibility of individual institutions of higher education. The institutions (colleges and universities) who engage in teacher education do so at their option. Likewise those persons who enroll in teacher education do so on their own volition. The quality of their performance while enrolled is mostly a matter between themselves and the particular institution. But the responsibility for judging the potential competency of a prospective public employee, in this case a teacher, rests with the public agency, which also bears the responsibility for the quality of service rendered by the individual after he becomes an employee.

The interrelatedness of teacher preparation and certification makes it essential that both aspects of educational personnel development be dealt with in addressing the governance of teacher education.

The Governance of Teacher Education and Certification

In this nation the operation of schools is considered a function of the state, rather than of the national government. The several states provide for the financial support of schools through a combination of tax sources – local property tax and allocations from other monies raised by taxes levied within the state. The influence of the national government in school affairs is mostly channelled through state education agencies, as is federal financial participation in school support. The most notable exception is the federal role in the protection of the civil rights of individual citizens with respect to access to education. In this area the federal courts and various agencies of the executive branch have established standards and procedures for assuring that state education laws and practices are consistent with provisions of the United States Constitution and various applicable federal laws. It is a firmly set and generally accepted American principle that education is the responsibility of the state.

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[20] B. Othanel Smith, *op cit*, p. 151.

[21] Beggs, *op cit*, Chapter 16.

[22] Knezevich, *op cit*, Part II.

As a practical matter the states delegate certain aspects of responsibility and assign commensurate authority in education affairs to local or intermediate units. However, the regulatory authority with respect to minimum acceptable standards and procedures has generally been retained by the states.

Because schools are the responsibility of the state, and due to the unevenness of resources and the variability of political sophistication within states, it is important that such matters as employment and contractual standards be guided by the state, in line with its responsibility to protect the rights and welfare of its citizens, including the young.

While local education agencies with sufficient technical competence at their disposal should have the right to establish employment entry standards at levels exceeding those set by state education agencies, the responsibility for protection of the interests of the young requires that states retain the right to set and to monitor the application of standards for the certification of educational personnel. Such standards must, of course, be intellectually defensible, as well as protective of the rights of all individuals to have access to preparation programs.

Basic Considerations in Developing Governance Structure and Procedures

> "Education in a democracy is a vital matter upon which the whole principle of self-government depends. The determination of educational policy, therefore, must be sustained by the views, support, and criticism of everyone who participates in it."[23]

There are a number of conditions that must be considered in the design and implementation of a governance plan for teacher education and certification in order to assure public acceptance and support.

First, education must be considered as a public activity. The functions which are the responsibility of public agencies should be governed in a manner that safeguards the public interest. This requires that responsibility be accompanied by the authority necessary to carry out the responsibility. In addition, the authority to conduct public affairs entails accountability for the appropriateness with which such affairs are conducted. The structure of instrumentalities for executing public affairs should facilitate accountability. Emmerich's view in this area seems acceptable as a guideline:

> "We must strive to keep public activities public in nature, to insist that they be harnessed to that intangible thing called the public interest, and, in respect to program and finance, even if not in respect to detailed procedures, that they be accountable to political authority, and responsive to changing public policies."[24]

Another consideration must be the importance of participation in public policy formulation. Participation as defined by Verba means "acting by those not formally empowered to make decisions – the acts being intended to influence the behavior of those who have such decisional power."[25] With respect to decision-making in public affairs, changes in the American social structure call for decision-making procedures and structures that are more politicalized as they are based more on consensus-seeking approaches involving the sharing of power.[26]

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[23] Wilbur J. Cohen, "Policy and Politics in Education," *School Review* LXXXII No. 1 (November, 1973, p. 127 ff.

[24] Herbert Emmerich, "Scope of the Practice of Public Administration" *Theory and Practice of Public Administration: Scope, Objectives, and Methods,* James C. Charles Worth ed. (Philadelphia, The American Academy of Political and Social Science, 1968), p. 99.

[25] Sidney Verba, "Democratic Participation" *Basic Issues in American Public Policy,* George S. Masannat, ed. (Boston: Holbrook Press, Inc., 1970), p. 61.

Among the reasons for the importance of participation are the following as listed by Verba:

1. Participation is a general value in the society. "We expect individuals to have some autonomy and control over their own fate."
2. It is both an end and a means – "The individual who has no chance to participate is, in some sense, not a full member or citizen."
3. Participation is a means of setting goals that avoids the "presumptions involved in the setting of goals by one group for another group."
4. Participation can provide the decision makers with the key resources of information and support.
5. Wider participation and public control are required as the result of greater involvement of the government in the affairs of citizens.[27]

A third condition is the influence of various views of teaching as a public service. Professional practitioners in the education profession are public service professionals. As such, then operations and determination of standards and other aspects of governance are influenced by occupational, organizational, and individual considerations.

When personnel practices (including recruitment, selection, admission to practice, training requirements, and classification and tenure provisions) are based primarily upon occupational referrents, control is tied to narrow interests, usually as enunciated by the unions and associations to which significant numbers of the practitioners belong. Little concern for the public interest is evidenced beyond the high-sounding resolutions and rhetoric of officials. In practice, higher value is attached to the special loyalties, commitments and norms developed in the interest of perpetuating the parochial concerns of the groups. When applied to education, it means "What's good for the NEA or the AFT (or the AAUP or the AASA, or the AACTE, or the NASSP or the NAESP) is good for the country." Organizational considerations include those that relate to the role and function of the employing agency, in this case, the schools. When organization-based concerns are pre-dominant, there is the danger that personnel practices will be guided by attempts to perpetuate the life of the organization as an entity aside from, or in spite of, considerations for the public service the organization was created to deliver.

A rather idealized view of the public service professional considers the practitioner as an individual devoted to the public service and but minimally constrained in his operations by standards imposed either collegially or hierarchically. Such a professional is seen as one who accepts and exercises personal control for the maintenance of high quality standards in his relations with clients and in the service rendered them. One who performs as a professional in this light neither needs nor seeks the protection of civil service status and does not limit his service commitment to the fulfillment of only minimal work requirements. In any instance where the welfare of the client comes into conflict with the parochial interests of his occupational groups, and/or those of the organization of which he is an employee, he advocates and intercedes for the welfare of the client. Likewise, such a professional accepts accountability for not only the adequacy of his job preparation but also for the quality of the service he delivers.[28] Dumont summarizes the ideal of the professional individual in the statement: "This then is the new professionalism, responsive to citizens, indifferent to credentials, with a sense of superordinate purpose, critical, oriented to change, and driven by compassion."[29]

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[26] Harlan Cleveland, "The American Public Executive: New Functions, New Style, New Purpose" *Theory and Practice of Public Administration: Scope, Objectives, and Methods*, James C. Charles Worth ed. (Philadelphia, The American Academy of Political and Social Science, 1968), p. 99.

[27] Verba, *op cit*, p. 63 ff.

Teachers are not now and are not likely soon to be perceived as independent practitioners. Moreover, as a group they are not likely soon to abandon their anonymity with regard to accountability nor the protective covering afforded by membership in associations and unions.

The idealized state of professionalism, consequently, will probably remain an ideal – maybe one day to be transformed into a goal ("Goal" meaning a standard with reasonable expectation that its realization will be sought).

State and local public education agencies are not intended primarily as sources of employment for either those who manage the organizations or for those who serve in other capacities within them. This is a fact apparently overlooked by those who seek control of organizational practices based upon the personal and associational interest of employees.

Governance-Function and Form

A problem which confronts those concerned about the governance of teacher education and certification is the failure to look separately at teacher education and certification as a wide-range (i.e., national- or state-level) activity and at various teacher education programs and projects in particular.

There appears to have developed an idea that a particular program or even a project within a program must represent in microcosm the activity as a whole. To a large extent a similar view has been manifested in which the universe of teacher education is seen as an entity with all the same attributes as any particular program or project. Thus we find ourselves discussing the governance of teacher education as a national or state-wide endeavor, using essentially the same frame of reference as in considering a teacher education project in a particular place.

In an attempt to avoid the confusion created by such assumptions, this chapter treats the governance of teacher education and certification as related state-wide functions and deals with the governance of particular teacher education programs as localized and limited in direct applicability to the programs for which it is designed.

In matters of governance – the making and executing of policies – there is a tendency to ignore or to violate the maxim "form follows function." In doing so, those involved sometimes blur the focus of responsibility by having policy makers greatly engaged in the on-going technical decisions that are properly the function of managers. In other instances, structures are developed that are cumbersome in organization and diffusive in decision-making responsibility. In public agencies, there is a tendency to separate governing authority and accountability to the public, as in the establishment of appointive policy-making bodies responsible to some official, who may himself be appointed rather than elected.

In public affairs, including education, the following are suggested as guidelines for governance functions and structure:

1. The policy-making responsibility is most appropriately vested in an elective body, chosen for a specific, clearly identified function, and limited in its purview to the substantive matters directly related to that function.

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[28] Nesta M. Gallas and William H.T. Smith "What It Takes to Make a Professional in the Public Service" in *Public Service Professional Associations and the Public Interest,* Don L. Bowed ed. (Philadelphia, The American Academy of Political and Social Science, February, 1973), p. Iff.

[29] Mathew P. Dumont "The Changing Face of Professionalism" in *Education Administration and Change* by Netzer et al, (New York: Harper and Row, 1970), p. 21.

2. The governing body is accountable for the establishment of general policies and for setting the broad general goals of the system it governs, consistent with applicable laws.
3. A policy body is responsible for the employment of a chief administrator and for the evaluation of his effectiveness.
4. There should be clear accessibility and openness for input and participation by various constituencies with a stake in policies made by the body. The chief administrator has authority and responsibility for overseeing the implementation of policy decisions and for the employment and direction of appropriate staff.
5. The structure of the governance should be characterized by clarity in internal and external relationships among the lines of management and between management and policy body.
6. There should be as few hierarchial levels as possible in the structure.
7. There should be adequate provision for planning, development and evaluation functions.

Placing of Governance of Teacher Education Within State Government

The question of the proper locus within the state government for the governance of teacher education has a number of possible responses. Three are illustrated by the situation in Ohio which would emphasize Masoner's warning that "already lines of battle are being drawn by organizations claiming to have the inherent right to govern professional study and its accouterments of accreditation and certification. A struggle for power, undisciplined and pervasive, can only be deleterious."[30]

At present, the authority is vested by law in the state board of education. In the 1973 session of the state legislature, two bills were introduced dealing with teacher education and certification. One of these bills (H.B. 279) embodying the proposal of the Ohio Education Association, would create a "State Educational Practices Board" to take over the authority in educational personnel training and certification now held by the State Board of Education.

The enactment of this bill would, in effect, eliminate the present Division of Teacher Education and Certification in the State Department of Education and transfer the functions of that division to the State Educational Practices Board. This new board of nine members would be appointed by the governor to serve staggered six-year terms. The Education Association would submit for the governor's consideration five names for each board position and from among this list, or from others at his discretion, the governor would make his selections.

This bill clearly represents an attempt by the Ohio Education Association to take over the governance of teacher education and certification within the state. Thus, it represents the occupationally based type of professionalism with its inclination toward the projection of the viewpoint of a single constituency as state policy.

The second bill (H.B. 198) is based upon recommendations of a Commission on Public School Personnel Policies in Ohio.[31] The Commission, a private organization created mainly under the aegis of the director of the Cleveland Foundation[32] and supported by foundations based throughout Ohio, issued a number of reports, each developed mainly by special staff assembled to deal with the subject of the particular report. The report on teacher education was principally the work of Kevin Tyan, Paul F. Klein, and Richard M. Krasno and is, in essence, a plan for the governance of teacher education and certification in Ohio, developed by them.

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[30] Paul H. Masoner, *An Imperative: A National Policy for Teacher Education* (Washington, D.C.: International Reading Association, 1972), p. 15.

[31] Commission on Public School Personnel Policies in Ohio, *Realities and Revolution in Teacher Education,* Report 6 (November, 1972), Chapter 5.

[32] Dr. James A. Norton, later appointed Chancellor of the Ohio Board of Regents, The Umbrella Governance Instrumentality for State Supported Institutions of Higher Learning.

The enactment of this proposal would leave with the State Board of Education the function of issuing certificates in accordance with standards determined by a State Board of Professional Personnel in Public Schools, which would be established by the legislation. The creation of this board appears to be an attempt to establish a plan for the governance of teacher education by consortium. It would consist of 21 members appointed by the governor according to the following proportional representation scheme:

The Ohio Education Association	– Four Classroom Teachers
The Ohio Federation of Teachers (AFT Affiliate)	– One Classroom Teacher
The Ohio School Boards Association	
The Buckeye Association of School Administrators – Jointly	– Three School Superintendents
The Ohio Association of Elementary School Principals	– One Principal
The Ohio Association of Secondary School Principals	– One Principal
The Ohio Association of Colleges for Teacher Education	– Five Teacher Educators
The State Board of Education	– One State Board Member
The Ohio Board of Regents	– One Regent
The Public	– Two Members of local Boards of Education and Two Without Portfolio

In each case the nominating constituency would submit a list of nominees containing the names of five times as many nominees as its entitlement in the Board composition.

The make-up of this proposed board illustrates the difficulty of developing a consortium arrangement for the governance of teacher education in a state. In their attempt at achieving representativeness, the authors of the proposal demonstrate the near impossibility and certainly the impracticality of that achievement. For example, parents are not included as a class – Ohio has a very large and well-respected P.T.A. organization. Then, what about the labor movement? The business and commerce segment? Teachers who choose not to join either the NEA or AFT affiliate? The liberal arts faculties? Private institutions of higher education who are not members of the OACTE? The most glaring omission is the acknowledgment of the culturally pluralistic nature of Ohio's population.

Any attempted reform in any phase of public education which fails by intent or through unenlightened oversight to take into account the fact of cultural diversity in the population neglects the professional obligation to serve the peculiar needs of the various significant cultural groups among the citizenry. Such an attempt hardly deserves the name "reform."

In addition, the proposer of House Bill 198 seems not to be familiar with other demographic political realities in the state. The education organizations listed as nominating constituencies are rural and small-town dominated, except for the Ohio Federation of Teachers (scheduled for one member of the 21). This situation would, in effect, practically disenfranchise the major urban areas of the state in terms of the governance of teacher education in the state.

The enactment of this plan would enlarge the bureaucracy of the state government and confuse and dilute authority in teacher certification by imposing upon the State Board of Education the duty of determining eligibility for certification in accordance with standards set by another entity – the Professional Personnel Board.

Obviously the two options represented by the proposals to establish a separate bureau to govern teacher education and certification are unsatisfactory as systems of governance. The fatal flaw in the one is the unilateral power base it establishes, while the second attempts to achieve equity by offering a piece of the action to each of a select group of constituencies in a kind of contrived polygamy. In the latter case the constituencies are organization-based rather than class-related or generic, a condition which seriously limits the scope of representivity.

Conant's assertion that "when disagreement concerning teacher education is forced into the legislation, unrelated conflicts may override the issue" is applicable in this instance.[33]

The State Board of Education in the Governance of Teacher Education

> "There has developed a widespread realization that such a basically important and extensive enterprise as education requires a plural entity, representative of the people and functioning as a quasi-legislative body. Enacting rules and regulations pursuant to law and making educational policy at the administrative level of state government, state boards of education serve as safeguards against the abuses of discretionary power."[34]

The movement of state education agencies from earlier days of inspection and supervision toward leadership is a sound basis for placing with them the hope for progress in education.[35] This has been especially the case since the enactment of various federal laws which both support financially the development of state agency capability and depend upon state agencies for the development of policies and procedures for the implementation of federally-supported education programs.

It is proposed that the governance of teacher education and certification within the state be continued as a function of the state education agency as it now is in most states.

Desirable Characteristics of State Education Agency Structures in Relation to the Governance of Teacher Education

1. An elected non-partisan board should be accountable to the general electorate rather than to the chief executive (the governor).

2. As to number of members, the principal criterion should be that the board be large enough to adequately facilitate representative deliberations but not so large as to overly encourage the concern of individual members for narrow regional views. Membership of between nine and fifteen is probably acceptable, depending upon the size of the state.

3. Members should be elected by geographic areas in proportion to population (the application of one man-one vote) for staggered terms so that continuity can be maintained while providing for the infusion of new or differing points of view. The length of the term should probably not exceed six years, with four being preferred.

4. While members should be reimbursed for their necessary and reasonable expenses in performing their duties, membership on the state board should not provide salaries at levels that would encourage membership as a career or as a basis for economic well-being. High salary levels lead to expectations of full-time involvement, and such a situation would be inconsistent with the delineation between policy-making and administration.

5. The state board should employ the chief state school officer, who serves as the chief administrative official in the state agency.

6. The powers and duties of the state agency should be based on legislative and/or constitutional authority, and its purview should include the total range of educational activities supported or mandated by the state, elementary and secondary as well as higher

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[33] James B. Conant, *The Education of American Teachers,* (New York: McGraw-Hill Book Co., 1963), p. 38.

[34] Sam P. Harris, *State Departments of Education, State Boards of Education and Chief State School Officers* (Washington, D.C.: U.S. Government Printing Office, 1973), p. 109.

[35] Knezevich, *op cit*, p. 167-169.

education. This will avoid the conflict at the state governance level between higher education and the schools that characterize a situation where the authority is seated in separate bodies. In terms of the governance of teacher education, this is particularly important in developing the kind and degree of cooperation necessary for sound teacher education programs.

7. Teacher education and certification responsibilities should be structurally located at a sufficiently high level in the organizational chart of the state agency that they demonstrably are of major concern.

Participation in the Governance of Teacher Education

Americans have come to accept participation in public affairs as an important national value. The basic question continues to be one of how to achieve meaningful participation without so diffusing authority that the decision-making process becomes awkward and unclear.

In our quest for viable participatory decision-making, we seemed to stall at the point of developing a working definition of parity. Many persons, mostly well-meaning, in seeking a label for the concept of equitable sharing of power in reform efforts, have engaged in the effort. The TTT project sponsored by the U.S. Office of Education stated in an early *Announcement and Prospectus* that

> "The central purpose of the project is to test the hypothesis that the schools of this country can combine **on equal terms** with the colleges and universities to create viable programs of training teachers of teachers, whether experienced school personnel, graduate students, or teacher aides."[36]

The prospectus further indicated that the design teams for each potential project were to be drawn "quite purposely from all sectors of education: the schools **and** the academic and professional disciplines **and** the communities they serve."[37] Within a year the concept had evolved to the point that a statement of TTT criteria contained the following provision regarding parity:

> "Parity implies a joint venture in which there are no major, minor, or silent partners. When universities, local education agencies and the communities they serve design training programs for the ultimate purpose of improving the education of children, each part has a unique and equally important role."
>
> "In this regard, the potential effectiveness of a TTT project can be judged most appropriately by the extent to which such conditions as the following obtain:
>
> a. The degree to which the contribution of each partner (each participating element in the university, the school, the community, etc.) in the making of policy (i.e., major decisions pertaining to the purposes and the type of training project is on a **direct** rather than indirect (i.e., merely advisory) basis.
>
> b. The degree to which responsibility for program development, management and implementation are shared among the partners in such a manner as to reflect the unique strengths of each.
>
> c. The degree to which criteria for evaluation have been arrived at and are acceptable to all partners."[38]

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[36] Announcement and Prospectus of the TTT (Training of Teachers of Teachers and Related Personnel), U.S. Office of Education, March 15, 1968 rev. (Mimeographed)

[37] *Ibid.*

[38] U.S. Office of Education, TTT *Program Report and Plan* (Mimeographed).

The testing of the hypothesis continues in various U.S. Office of Education programs – the remnants of the TTT program, in the Urban-Rural Program, in the Career Opportunities Program, and now in CBTE. Hopefully the testers will be able to profit from the history of programmatic casualties of the fighting in the war on poverty, the debates in model cities projects over whose name should come first on the organization's letterhead, and other such evidences of concept overload.

In offering its endorsement to the concept of parity in education reform, the administration and supervision task force held "parity" to mean "the opposite of authoritarian decision-making." It entails recognition of "the reality and validity of conflict and controversy; it requires arenas and procedures in which conflicts can surface and be constructively continued or resolved."

> "The credibility level of school decisions will be related to the degree of participation in the process by affected constituencies, in this connection we support a concept of parity in decision-making. In practice it is recognized that different educational decision required different input from different sources. Parity in decision making should be situationally determined and the kind and degree of participation in the process should reflect the program content and purpose, the nature of the decisions to be made, the number and variety of constituencies with an interest in the particular decision, the time frame, and the legal requirements involved."[39]

With respect to participation in the governance of teacher education as a state function, what are needed are "arenas and procedures in which conflicts can surface and be constructively continued or resolved" which are appropriate to the nature of decisions to be made.

One such arena involves certification. Here the power to protect the public against incompetency and to guard against professional obsolescence must clearly involve technical as well as value decisions. These decisions must be based on the best available technical information and the most reliable interpretations of public attitudes. Hence a mechanism for soliciting both kinds of input, for analyzing that input and weighing the potential import of it, and for balancing the technical data and the impressions of lay persons is needed. It makes sense that advisory panel members be selected on the basis of technical expertise when the issues to be resolved are essentially technical and on the basis of representativeness when essentially public value issues are to be dealt with. Such panelists should understand that their role is to influence official decisions rather than to make them. The making of the decisions which are translated into official rules and regulations is the responsibility of those whose status involves official accountability for the enforcement of the rules and regulations.

It would be useful to have a statutory requirement, or at least state board policy, providing for periodic review of certification standards and procedures. A five-year cycle would be appropriate, with the understanding that the state education agency would be expected to engage in continual study and review of its certification procedures.

Another arena for controversy and conflict is concerned with the accreditation of teacher education programs. This is a field requiring mainly technical competence. The appropriate participants in this arena would be representatives of teacher education institutions, local education agencies, teacher organizations and scholarly societies.

Again, though, the responsibility for making official decisions rests with officials and they should not be permitted to pass that responsibility to others who lack authority for carrying out the decisions.

In these examples of participation in the governance of teacher education as well as in others, a pervasive value to be observed is related to cultural pluralism. In the position on multicultural education adopted by the NACTE in November, 1972 the following provision regarding cultural pluralism and teacher education represents a proper guide:

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[39] Administration and Supervision Task Force, *op cit.*

> "Colleges and universities engaged in the preparation of teachers have a central role in the positive development of our culturally pluralistic society. If cultural pluralism is to become an integral part of the educational process, teachers and personnel must be prepared in an environment where the commitment to multicultural education is evident. Evidence of this commitment includes such factors as a faculty and staff of multiethnic and multiracial character, a student body that is representative of the culturally diverse nature of the community being served, and a culturally pluralistic curriculum that accurately represents the diverse multicultural nature of American society.
>
> Multicultural education programs for teachers are more than special courses or special learning experiences grafted onto the standard program. The commitment to cultural pluralism must permeate all areas of the educational experience provided for prospective teachers."[40]

The Governance of Competency-Based Teacher Education — Why Governance by Consortium?

At this point in the evolution of competency-based teacher education, it is appropriate to deal with the movement as a collection of teacher education programs rather than as a single entity. With regard to governance of CBTE programs, structures ought to be tentative. Our major attention ought to be concentrated on the development of guidelines whose implementation will serve as tests of the hypothetical foundations of CBTE.

One such implied hypothesis is that shared power — governance by consortium — will result in a more effective product of teacher education (i.e., a teacher with demonstrably appropriate knowledge and skills that will promote desirable learning in the teacher's pupils). Whether participation, which is accepted as a value in democratic society, can be translated into a concept of consortial governance whose essentiality to a system of teacher education can be scientifically established remains an issue.

Houston and Howsam identify the consortium as a unique vehicle for overcoming the problem of the rigidity of perceptions, organization and rules of participating agencies in developing a collaborative attack on major social problems.[41]

Consortial governance should be recognized at this time as a political device which is useful in gaining support and endorsement of powerful forces in the educational enterprise. In some CBTE programs it may be necessary in some degree, while in others the mental and physical energy necessary to establish and maintain the governance structure may be more productively and appropriately devoted to other aspects of the program.

The determination and description of conditions which necessitate consortial governance, those under which it has little measurable impact on the possibility of establishing a technically successful program and those under which efforts to achieve it may be counter-productive, will enable more useful decisions to be made regarding governance structures and functioning.

Elam indicated the significance of shared power as a means of avoiding damaging contests over control: "The CBTE movement could deteriorate into a power struggle over who controls it. Thus, there is a need to specify decision-making roles early, to work out political and legal relationships satisfactorily."[42]

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[40] Knezevich, op cit, p. 167-169

[41] Houston & Howsam, *op cit.*, p. 13.

[42] Stanley Elam, *Performance Based Teacher Education What is the State of the Art* (Washington, D.C.: American Association of Colleges for Teacher Education, December, 1971), p. 20.

Determining the Membership of Governance Bodies

In his discussion of the governance of CBTE, Kirst emphasizes that the political brokerage function of governance and the question of representation are pervasive issues to be dealt with in establishing governance structures and patterns in CBTE programs.[44]

In the political brokerage aspects, the structure must reflect the fact that such groups as the following have vested interests in the development of teacher education: organized teachers, parents, ethnic minorities, students, legislators and governors, foundation officials, federal bureaucrats, institutions of higher education, and other educational organizations – in addition to state education agencies and spokesmen for conflicting shades of educational philosophy.[45]

Related to this issue is the matter of representation. In this area Kirst clarifies the need to identify clearly the concept of representation that is appropriate to the particular structure or function. The two general categories of representation are symbolic and accountable. The former is chosen on the basis of technical competency, not necessarily with reference to organizational membership. Such persons are usually chosen as individuals and are expected to operate as independent members of the group.

The accountable representative is answerable to a particular constituency for his conduct as a member of the participatory group. In a teacher education governance board, such a person might, for instance, be a spokesman for and accountable to a civil rights organization, or the NEA or AFT or AAUP.[46]

In building an effective governance structure and pattern for a particular program, it is conceivable that both types of representation will be not just desirable but necessary. In governance that is understood to encompass both policy-making and its execution, issues that are essentially political in nature, value-bound and involving irrational commitment, as well as some that can be decided through rational inquiry, will arise. Variable structures are needed to provide for their solution.

On the question of group membership in a particular consortium and on that of representation within the consortium structure, decisions will need to be specific to situations, and this is a factor of judgment on the part of those who initiate and organize consortia.

An additional pertinent issue is whether the consortial character of a particular program must necessarily include the governance of the program. What, for example, is the palpability of a plan that would have the consortium concept involved only in making programmatic content decisions or only as review mechanism for a program that is essentially the responsibility of a single agency?

Still another area to be explored (or perhaps another way of exploring the same area) is the possibility of adjunctive rather than conjunctive decision-making. A consortium by definition implies the surrender of power by some agencies who join the consortium. Likewise, it also implies the acquisition of a degree of power by others. The formation of a consortium suggests, moreover, the establishment of a new entity with authority and responsibility to serve as the autonomous agent of the members of the consortium. Perhaps for clarity, it would be useful to think of partnerships in competency-based teacher education whose structural base might range from something like an adjunction to something like a merger.

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[44] Michael W. Kirst, *Issues in Governance For Performance-Based Teacher Education,* (Washington, D.C.: American Association of Colleges for Teacher Education, October, 1973), p. 16-23.

[45] *Ibid.,* p. 6-7.

[46] *Ibid.,* p. 20-23.

Finally, a critical concern is the steadfastness with which we hold the concept of parity as "equality, as in amount, status or value" or whether we are willing to substitute for parity the idea of equity which includes fairness, impartiality, justness.

A Concluding Statement

Whether consortial governance of teacher education will succeed and be accepted as valid will depend as much as anything upon the willingness of its promoters to observe Tanner's Law in organizational change: That law – or perhaps it's just a caveat, evolved as the result of some painful learning experiences – holds that throughout the change process, the changers should proceed only with reasonably clear distance ahead – else the changee may rebel and the rejection mechanism endemic to most organizations may become operative.

GOVERNANCE BY CONSORTIUM

THREE OPERATING PROGRAMS

It must be obvious to the readers that much of the substance of the "Governance by Consortium" concept has been a part of many Teacher Education programs for some time. Both to make this more explicit and to provide some illustrations of what programs of shared management of teacher education might look like, three discussions of operating consortially governed programs are included in the remainder of this monograph.

No attempt was made to select "good" or "poor" examples of teacher education programs — as they are, however, the reader will recognize three designs which appear to be capable of delivering quality programs. The editors selected three programs to represent one which describes a consortium between an institution and several participating public agencies, another which represents a consortium between several institutions, several school districts, and an intermediate agencies in a non-urban setting, and the third which represents a consortium between a large urban school district and several institutions of higher education. In each case, the authors are the directors of the programs and all have indicated a willingness to provide further information upon request.

THE DALLAS EDUCATION CENTER

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The Dallas Education Center (DTEC), originally the Dallas Teacher Training Complex, was funded in 1970 by the U.S. Office of Education under the Educational Professions Development Act. Under the leadership of the Dallas Independent School District (DISD) a policy council was created to develop a project for the improvement of educational personnel. Based on the assumption that no single institution or agency can adequately maintain teacher education programs, the DTEC is a cooperative endeavor which has set out to prove that a large-city public school system, seven teacher education institutions, and the community can work together with state and national agencies to produce better teachers.

In 1970, the DISD entered into a formal agreement with the participating colleges/universities to explore and develop cooperative approaches to the utilization of resources for the improvement of teacher education programs to ensure genuine cooperation, that agreement stipulates the functions of each partner.

DISD Functions:

1. Allocating salary increments for supervising teachers.
2. Selecting and operating physical facilities of the cooperating schools.
3. Selecting supervising teachers.
4. Assigning student teachers.

College/University Functions:

1. Furnishing necessary professional personnel to implement the teacher preparation program.
2. Participating in planning and implementing in-service programs, in cooperation with the school district.
3. Selecting student teachers for placement and orientating them to the program.

DTEC Functions:

1. Recommending criteria for the selection and policies of cooperating schools.
2. Undertaking periodic evaluations of the effectiveness of the agreement.
3. Recommending criteria for the selection of supervising teachers.
4. Recommending in-service improvement programs for supervising teachers.
5. Recommending criteria for selection and utilization of college/university personnel.

The Dallas Teacher Education Center is governed by a thirty-nine-member advisory council which includes representatives from the school district, seven area institutions of higher education, professional education associations, and the community. The council governs the center within by-laws established by the partners in accordance with the standards of the Texas Education Agency.

As mandated in the by-laws from DTEC, the following functions are assigned to the Center Council:

1. To establish procedures for accepting new members and programs.
2. To establish and amend the by-laws.
3. To advise the professional staff in carrying out programs.
4. To assist member institutions in designing and implementing certification programs which conform to certification standards of the State of Texas.
5. To review and evaluate the programs implemented in the Teacher Center.
6. To prepare and submit annual progress reports to the Council members.

Organizational Structure

The Executive Committee of the Personnel Development Department of the District Supervises the Operations of the DTEC. An assistant superintendent serves as the Center's executive director and coordinates the Center and university programs. The Center staff includes four area teacher center Directors, and fifteen master teachers who work with pre-service and in-service personnel. All of these staff members are employed by the school district. There are also eight college/university professors assigned full time to the Center, six of whom are paid a half-time salary by the Dallas Independent School District.

Although DTEC is administered by a central unit, the project's decentralized programs include four centers which serve geographic areas. In addition, each center serves at least one college or university exclusively. Approximately 750 student teachers from the seven cooperating institutions are involved in the pre-service programs.

Center Objectives

1. Consistent with the over-all purpose of improving teacher education, the Dallas Teacher Education Center has six primary objectives:
    a. To develop and implement an effective operational teacher training system including community, academic, school district, and multi-institutional representation.
    b. To design and implement training models characterized by cooperatively developed performance objectives and evaluations for teachers of disadvantaged youths.
    c. To prepare, secure, and validate materials for the training programs.
    d. To train, and retrain personnel for reconstituted training program efforts, such as the establishment of a program for multi-cultural, interdisciplinary teams of supervising teachers and student teachers, focusing on learning and behavior.
    e. To encourage replication of DTEC concept in other large-city school systems.
    f. To encourage teacher training institutions to incorporate the advantages seen in the reconstituted teacher training program into the undergraduate and graduate programs for all teachers.

Program Strategies

Several strategies have been employed to reach the Center's objectives. The Center Council formed eight working committees – Administration/Supervision, Career Education, Early Childhood Education, Pre-Service Education, Special Education, Staff Development and Paraprofessional Development – to plan program goals, to advertise Teacher Center activities, and to make recommendations to the Center council.

Area Teacher Center teams, composed of college and university coordinators, district Directors, and resource teachers, participate in the formulation, implementation and evaluation of comprehensive teacher education programs which suit the particular needs of each teacher center in the district.

A major function of the Dallas Teacher Education Center is that of developing the skills of supervising teachers in both their classroom and supervisory roles. Specific programs have been scheduled for the training of supervising teachers by Area Teacher Center teams. An in-service program cooperatively designed and implemented through the DTEC is offered to all district teachers needing help in meeting problems associated with teaching children in an urban setting and with supervising student teachers. The programs are individualized according to the needs projected by the participating teachers themselves.

To enable school district personnel to acquire graduate degrees, a graduate center has been established as a component of the Teacher Center. The district provides the physical facilities while the universities, assisted by the Teacher Council, direct the programs through which resident graduate credit may be secured.

Coordinated with the teacher training programs, is the Centers involvement in the field testing of the Houston Needs Assessment System. Viewed as part of a long-range, comprehensive plan for educational development, the Houston model is designed (1) to produce a set of data for planning programs that meet priority needs of disadvantaged students and (2) to identify competencies that could provide the basis for teacher training experiences.

A Human Relations Multi-cultural Resource Center is located at each elementary site. This resource center contains paperbacks, films, records, and other learning materials needed to facilitate awareness of and responsiveness to the cultures within our society. Another facility, the Dunbar Learning Lab, was established as a demonstration laboratory for the development of concepts, strategies, and research with multi-cultural emphasis.

The Dallas Urban Project

One obstacle to the attainment of the goal of quality instruction for all pupils has been the inability of public schools and universities to prepare teachers for interaction with culturally different students. The Dallas Urban Education (DUE) project has been developed to overcome that barrier and to provide a flexible framework from which personalized experiences for both in-service and pre-service teachers may be drawn.

The goal of DUE is to improve teacher-pupil success in an urban setting by providing varied instructional activities designed to help participants apply an understanding of the interrelationship of mental health, sociology, and education to classroom situations.

Current activities for pre-service teachers include spending time with school social workers in the "field," touring community centers and businesses in minority communities, visiting with local police and juvenile officers assigned to the inner city, and interacting with selected individuals from the various minority communities.

Currently, the DUE program, in interdisciplinary approach to teacher education, draws from sociology and psychology, as well as from education. Included in the program's framework are the following areas:

1. A human relations function which includes inter-personal communications, group dynamics, and multi-cultural relations.
2. A teaching-learning function which involves the role of the teacher, teaching-learning strategies, and self-improvement.
3. Learning activities which include socio-cultural experiences, self-concept development, and school-community relations.

State, Regional, and National Affiliations

As a component of several state agencies, the Dallas Teacher Education Center has been provided state and nationwide resources. Information, encouragement and staff training provided by the Texas Educational Renewal Center, for example, has enable the DTEC to initiate an individually guided education approach which establishes a framework for planning individualized instruction.

Finally, the association of the DTEC with national groups such as the American Association of Colleges for Teacher Education and the Education Research Information Center (ERIC) allows activities and procedures of the center to be compared with other such projects nationwide. The Dallas Center can profit from the experiences of similar cooperative centers in California, Rhode Island, and Washington, D.C. and thereby avoid time-consuming and nonproductive activities which have been thoroughly tested in similar situations.

The resources provided by state and national ties, as well as by the federal agencies, have aided the Dallas Teacher Education Center toward efficiently meeting its goal.

CBTE Program Format

The Center Council and the DTEC became involved in the Texas Performance-Based Teacher Education Project, thereby providing other avenues for monitoring and outside evaluation on a comparative basis. The Teacher Center operates on the fundamental assumption that self-realization, self-assurance, and improved performance are attained by reaching a given competency level. The emphasis of the training program, therefore, must be on the individual and his development as a self-sustaining person capable of engaging questions and meeting the challenge of change. Such a process required continual training and the movement of the concern for training and improvement in competence from the colleges, schools, universities, and other training agencies to the individual in his own environment.

The Dallas Teacher Education Center is in the process of implementing a competency-based program focusing on a teacher's performance in the teaching-learning act. The Center's interest lies in helping teachers to understand the learning process and to create situations that maximize that learning. The identification of competencies and the development of modules based on those competencies are a vital part of the Center as it becomes involved in the new state programs of teacher education.

In the Fall of 1973, the university coordinators and the executive director of DTEC met to consider a unified competency-based program specifically designed to prepare teachers for the urban setting. Each university member of the Center Council had previously developed a set of performance criteria for its Dallas field-based students and was making a maximum effort to fulfill these objectives. However, as a result of this meeting, a decision was made to develop a set of competencies upon which all seven universities and the Dallas Teacher Center could agree.

The end result of this group effort was a model acceptable to all involved as the best vehicle for meeting urban needs. Utilizing eight clusters of generic competencies, objectives were written for both cognitive and affective behaviors. The broad cluster topics proposed were the following:

1. Objectives
2. Assessment
3. Strategies
4. Evaluation
5. Classroom atmosphere
6. Self-awareness
7. Other awareness
8. Self-improvement

An extension of the purpose of the staff training center was to move toward a performance-based teacher education program to provide better learning opportunities for teachers, so that by modeling, they in turn, could provide better learning opportunities for students in their classrooms. To implement this goal, instructional models were developed or modified according to the needs in a particular Area Teacher Center. These materials were geared to classroom management techniques, lesson analysis, diagnosis and assessment of learning tasks, effective home-school conference techniques, effective questioning and interaction behavior, identification of conflicting value patterns and communication skills.

Summary

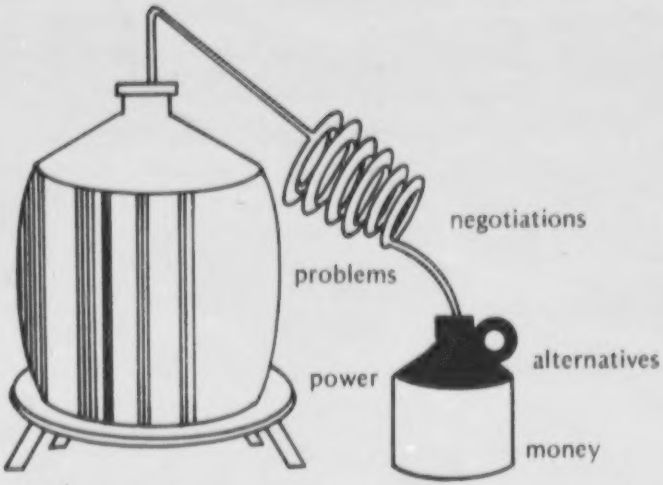
The Dallas Teacher Education Center is acutely aware of the fact that traditional educational training programs have not produced the type of personnel who can meet the task of providing relevant and quality education for today's young people. Current teacher education programs simply cannot meet all the demands of a pluralistic society; they must be totally reconstituted because minor modifications will be insufficient.

Therefore, the major strategies of the Dallas Teacher Education Center have been concentrated on the following:

1. The development of teacher competencies which are cooperatively determined as essential in an urban setting.
2. The preparation and dissemination of materials for use in competency development — video recordings, modules, and other skill development materials.
3. The provision of institutes, workshops, graduate courses, seminars, and training laboratories for the continuing education of teachers.
4. The provision of experiences designed to improve the performance of teacher aides and other auxiliary teaching and service personnel.

Through cooperative endeavors of the teacher training institutions, the center provides an appropriate program of preparation that can begin at the pre-service level and be continued during the professional service of the individual teacher. If the goals of the Dallas Teacher Education Center are reached, the Center will develop into a complex capable of providing the field-tested, performance-based experiences necessary for a team of professional personnel to provide appropriate educational experiences for the youth of Dallas, of Texas, and of the nation.

MITEC BREWS: GOVERNANCE BY CONSORT



Kathryn Maddox
Director of MITEC

Tom Stebbins
Coordinator of MITEC

As one travels over the backroads through the "hills and hollers" of West Virginia, he may uncover a moonshine still which is quietly in operation. The problems and developmental stages of the operation of the Kanawha Valley Multi-Institutional Teacher Education Center (MITEC) will be related in this paper to the long process of fermentation which takes place in making moonshine.

West Virginia has many natural resources and untamed beauty captivated in its natural habitat. Many of these attractions are beginning to capture national attention as our country finds itself in an unprecedented energy crisis. In addition to the abundant supply of natural resources in West Virginia, including coal, oil and gas the most precious resource we have is that of human potential.

West Virginia has over the years produced an abundant supply of outstanding teachers and administrators, many of whom can be found assuming leadership roles in other states. It is said that approximately one-fourth of the teachers in many sections of Florida are native West Virginians.

Because of the quality of teacher education institutions in the area, because of the geographic location of the Kanawha Valley as an industrial hub and as the headquarters for state government, and because of the strong prevailing cooperative community spirit, this was a natural setting for a cooperative Teacher Education Center concept to emerge. Kanawha Valley MITEC was organized in 1966 and has been in operation as long as or longer than any known center in the country.

Problems which may emerge in developing a consortium will be identified and dealt with in this chapter. The way the ingredients are brewed will determine the quality of the product. It may become bitter or turn sour; thus the Center could go "down the drain." Too much heat or pressure from any one group may cause the operation to explode.

Each stage of development of the MITEC consortium has brought its share of problems, but through the cooperation of the institutions and agencies involved and through the dedication of the people, fermentation has added strength and flavor to the emerging center concept.

ORGANIZING A CENTER

Is There a Need?

Can closer cooperation and understanding between a school system and one or more institutions of higher learning result in a better program in preparing better teachers? How?

Most educators would give a quick affirmative response to the first question. The "how" response takes a little more thought and time to develop. In organizing a teacher education center, the first steps should include a series of exploratory meetings between the school superintendents and college deans of the area. Successes, problems, objectives, and goals of each agency should be discussed with the underlying theme of understanding and cooperation ever present. Together, a list of ways colleges may benefit and serve the educational goals of the school system may be explored, as well as a list of ways the schools might open their doors a little wider in accepting the colleges. The purpose for a cooperative center begins to emerge as the partners realize that by pooling talents and resources they may be able to help one another in strengthening the current financial, ecological, educational, and social needs of the community they serve.

Who is Involved?

It is necessary in the developmental stage of the center to get the commitment to cooperate from the decision makers of each party. When this has been accomplished, representatives from other groups should then be brought together in the planning process. These special interest groups, from the teacher organizations, the college faculty, the state department, student teachers, and the community-at-large, could identify specific needs in teacher education related to their own special concerns. Next they should identify ways that a cooperative teacher education program might begin to make some impact in meeting these needs.

If each of the partners, school and college, is committed to establishing a teacher education center at this stage, the next step would be to cooperatively identify a person who has both public-school and college-teaching and/or administrative background and who would be accepted by both parties to assume the role of coordinator of the center.

A governing body with representation from all the participating agencies and partners must next be established. The makeup of this body is crucial to the success of the program and will vary from center to center and state to state.

Kanawha Valley Multi-Institutional Teacher Education Center (MITEC) the model for this chapter, emerged because there was a need for more coordination of student teacher placement from five diverse colleges in the area. Confusion existed concerning policies, responsibilities, and expectations of the school district and the five colleges. The State Department of Education played a leadership role in bringing the schools and colleges together to establish a cooperative Teacher Education Center program.

A board of directors was selected to determine the guidelines and set the policy for the Center program. The original board included one representative from each college, three Kanawha County representatives selected by the superintendent, and the West Virginia Director of Teacher Preparation from the State Department. The cooperatively identified coordinator serves as secretary of the board and is a non-voting member.

In recent years the board has grown to include a teacher, a student, a principal, and an educational association representative. A separate community council and student teacher council meets regularly and provides input to the monthly Board of Directors meetings. The structure of the board may be changed by its voting members. There is concern at the present time by several members that the governing body not become too large to operate efficiently. For a more detailed description of the Kanawha Valley MITEC Program, the reader may refer to "In West Virginia It is Working: One Teacher Education Center in Action".*

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*Kathryn Maddox, "In West Virginia It Is Working: One Teacher Education Center in Action"; the American Association for Colleges of Teacher Education, 1972.

What are the Problems and Pitfalls?

It is incorrect to conclude that the transition from a pilot center under the Multi-State Teacher Education Project (M-STEP) to a multi-institutional center was painless and without difficulty. Opposition to launching a broad-range program of teacher education was heard from the college campus, from people who feared the loss of authority and control over what had been essentially their province. Officials in the public schools voiced concern that they were committing themselves to a program which was not primarily in their sphere of interest. There was the question of the legality and wisdom of county schools' spending tax money for pre-service teacher education.

There was apprehension expressed that a new, quasi-independent agency could not be held accountable for the quality of the program since it was not under the direct jurisdiction of either college or public school but was the responsibility of a board of directors composed of representatives of each. Finally, there had been no historical precedent for a state department of education's becoming directly and permanently involved with something such as a local program of in-service education and laboratory experiences for students of teaching.

However, the injection of strong leadership on the part of a few visionary people in positions of authority, including the deans and presidents of all colleges involved, the County Superintendent of Schools, and the Director of Teacher Preparation for the State Department of Education, prevailed because these members seemed to be convinced that the potential benefits to be derived from such a program far outweighed the pitfalls. The guidelines were expanded and new fiscal and authoritative relationships were designed, all of which enabled the program to expand into what it has become today.

What are the Goals and Objectives?

MITEC originally set four major goals in developing the center concept:

1. Develop a cooperative placement system for the five hundred student teachers of MITEC from the five colleges.
2. Improve and expand the laboratory experiences of students preparing for the teaching profession.
3. Improve the selection and quality of supervising teachers through cooperative in-service programs.
4. Involve colleges and the school system as equal partners in all matters pertaining to teacher education in the Kanawha Valley.

During the eight years that MITEC has been in operation, the planning, implementation, and evaluation of the goals and objectives have been a cooperative undertaking. Committees composed of all representative groups have been involved in the process. Each year the Board of Directors evaluates the progress of the Center and cooperatively plans short-range objectives for the following year, as well as developing long-range goals for a three-year projection.

Communication of these goals and objectives to all individuals from all participating agencies as well as communicating the progress report of the Center, is essential. Involvement of so many groups and individuals in planning is another ingredient which may cause fermentation to ripen or, by oversight or through carelessness, cause the program to turn sour or bubble out of control. In order to keep communication channels open, MITEC has found the following techniques helpful:

1. Publish a monthly newsletter (circulation 1,000) describing all MITEC activities and inservice programs for supervising teachers and student teachers.
2. Publish a handbook for all Center participants delineating individual and group roles and responsibilities, guidelines and objectives of the consortium.

3. Publish a special "book of materials" for student teachers.
4. Conduct small-group building meetings each semester for supervising teachers, college supervisors and MITEC staff.
5. Sponsor a retreat for all student teachers and a separate retreat for supervising teachers each semester.
6. Identify a school-based coordinator (new position) in each school which has over five student teachers to act as a liaison between the colleges, the schools and MITEC.

How is the Center Financed?

MITEC has no outside funding. Financial and human resources are contributed equally by both the school and the colleges; thus each partner has a vested interest in the cooperative teacher education program and each is determined to make it work. The amount of money needed to implement the objectives of MITEC was set at $30,000.00.

The Kanawha County School System, serving approximately 70,000 children, as an equal partner with the colleges, pledged $15,000.00 per year plus agreed to provide in-kind services of housing for the coordinator, supplies for the Center's operation and adequate secretarial help. Each of the colleges agreed to pay $500.00 base fee per year plus $25.00 per student teacher placed by MITEC. This amount also averaged $15,000.00.

MITEC operates in a quasi-independent capacity, with the finance committee of the MITEC Board of Directors determining the yearly budget. A special budget code is established and Kanawha County acts as the fiscal agent for the Center.

Major concerns expressed again and again at the conference in Florida were "How do we finance a Center?" and "The agency who puts in the money is the one who controls." These concerns are real. The developers and the implementers of the MITEC concept worked for almost a year to get the county school system to invest equal money so they could truly become equal partners with the colleges. The payoff has been great. The brew is almost a perfect blend.

In 1971, the West Virginia Legislature was so favorably impressed with the cooperative Teacher Education Center operation of MITEC, that it budgeted $125,000.00 annually to establish a network of teacher education centers to encompass the entire state of West Virginia. Of this appropriation, MITEC receives an additional $25,000.00 annually. With this added money, the staff of MITEC has expanded from one to three. A small amount is appropriated for research and more money is being spent on improving in-service programs and expanding the optional experiences for student teachers.

MANAGEMENT

What Are the Staffing Needs?

One of the determining factors of the success of a center hinges upon the selection of a center coordinator who has the ability to be a multi-faceted individual. This person is one who can encourage people from all areas of the community, the schools, and the colleges to pool their talents in improving teaching and learning opportunities for all connected with the center. The coordinator must be totally supportive of and believe completely in the center concept in the face of all sorts of unpredictable disappointments. He/she must be dynamic, creative, empathetic to situations and problems, skillful, and above all else optimistic.

Each center must develop job descriptions for its staff based upon the needs of that particular center. Likewise, the number of staff will depend upon the needs, finances, and programs which are determined by the board of directors.

MITEC operated the first five years with one staff member, the center coordinator. When additional money was made possible by legislative action, a second full-time person was employed, the special projects coordinator. Two other jointly employed staff members are also now a part of MITEC. These include a pre-student-teaching coordinator and a research coordinator.

As the center developed, one of the problem areas seemed to be that the supervising teachers and student teachers felt they needed someone "close at hand" to represent MITEC and who could also act as liaison between the schools and college. Thus, the new position of "School-Based Teacher Education Coordinator" emerged. MITEC now has twenty schools identified as Learning Laboratory Centers for Teacher Education and has a school-based teacher education coordinator in each of the 20 laboratory centers.

Who Governs? What Are the Roles and Responsibilities?

The Board of Directors is the governing body for MITEC. The Board has equal representation from the school district and institutions of higher learning. All policies, guidelines and decisions are made by this Board.

The process of teacher education demands that many individuals assume roles directed toward teacher training and teacher renewal. Traditionally, these various individual roles were acted out with little or no concern as to their effect on other individuals operating in teacher education. The overlapping, inconsistency, and conflicts that occur with this haphazard method have had harmful effects not only on the efficiency of the program but also on the quality of the product the program is designed to produce.

To alleviate the problem of overlapping functions, conflicting expectations, and inconsistencies in management of the program, the MITEC concept offers each individual and each cooperating agency operating within its compact a significantly different role to perform. For a detailed description of these roles refer to the MITEC Handbook.*

Are Contracts Necessary?

MITEC has found that gentlemen's agreements are a very good first step, but that follow-up meetings producing a written agreement in the form of a contract are essential for the successful operation of a consortium: each party knows his commitments (financial and human) and each can be held accountable to the other. Each year MITEC asks all participating agencies to sign a new contract for the coming year. The formation of new policies and, perhaps, the addition of new members to the consortium, call for a rewording of the contract and for new commitments.

The basic financial input by each college and by Kanawha County has not changed since MITEC was founded; however, policies and financial contracts have been made to accommodate three additional West Virginia counties who are now new members of the Center. Two other institutions of higher education from out of state have also joined MITEC as associate members and pay a required fee set by the Board of Directors.

The colleges of MITEC have agreed to pay all supervising teachers a set honorarium of $50 for each student teacher they supervise. Also, the State Department of Education has since 1963 identified three levels of competencies for supervising teachers. Each supervising teacher must apply for this certification which must be approved by the school system, the college, and the State Department. As the supervising teacher improves his educational status and his teaching competencies, he may then apply for the next highest level of certification. Annual contracts are also prepared by the Board of Directors for all members of the MITEC staff as well as for the twenty school-based teacher education coordinators.

***Kanawha Valley Multi-Institutional Education Center Handbook*, 200 Elizabeth Street, Charleston, West Virginia, 1974.

SERVICES AND BENEFITS

How Was Pre-Student-Teaching Fermented?

A ferment began at West Virginia State College shortly after MITEC was founded to provide early field experiences in teacher education, and a potential problem was avoided when the college planned cooperatively with school principals and others familiar with its student-teaching program to develop a beneficial junior-level college aide program as part of its required general method course. Soon the college was cooperating with the county tutorial coordinator in conjunction with MITEC in a tutorial program which also utilized community volunteers.

How was this ferment to continue? Purely the recognized needs of Kanawha County School children and those of prospective teachers and the established atmosphere of trust between the college and school system help maintain these programs and foster their future development. Continued progress was in hand when in 1971 MITEC, jointly with WVSC, employed a pre-student-teaching coordinator and when the State Department of Education strongly recommended that all prospective teachers have early field experiences prior to student-teaching.

Shortly, two other colleges of the consortium followed suit and began successful college aide programs with the MITEC Coordinator's assistance. Some of their success was no doubt due to the Center's not insisting that these colleges follow the WVSC model. Thus, one private institution began a college aide program in the sophomore year with the option to continue in the junior year. So, while policies generally are set by MITEC, there is great flexibility and autonomy for each institution as it develops its own field components.

The spin-off (bubbling) effects have been several: closer cooperation between the colleges involved; realistic field experiences for pre-student teachers; instructional assistance to the classroom teacher; opportunities for college and county fieldbased research; and earlier recognition by pre-service teachers of their suitability (or the lack of it) for the teaching profession.

Thus, with early experiences, as with student-teaching experiences, the tensions, confusions, and uncertainies often associated with cooperative endeavors have tended to result less in a struggle for power and more in the direction of increasing the quality of teacher education in the Kanawha Valley.

Have Inservice and Continuing Education Been Affected By This Ferment?

The question of in-service for public school teachers could have been a matter easily resulting in an exploding "still." However, since Kanawha County had had for years a very highly developed teacher in-service program, and because of mutual concerns of all agencies involved relative to the continuing education of professional personnel, MITEC found itself propelled quickly into cooperative in-service programs, formal and informal, at all levels. Many of these programs offered in-service credit and/or graduate credit to supervising teachers and others.

College personnel have often acted as consultants and facilitators of such programs. In fact, the role of college supervisor of student teaching has changed so that now he/she spends greater time on-site, works more and more with supervising teachers, singly and in groups, and often makes (if requested) presentations to total faculties of school centers. This setting may be either at the school, on campus, or elsewhere in the community.

There is current interest in colleges' pooling their efforts to teach special methods courses and other education courses onsite in the school centers. The logistical problems, including transportation and time requisites, loom as potential difficulties, but only because to date no one has really set down in common to tackle them – perhaps this process is part of the next fermentation stage; the "mash" is already available.

Aside from "orientation to student teaching and MITEC" sessions for student teaching, the now traditional student-teacher all-day and over-night retreats at rural Cedar Lakes continues to develop into one of the most outstanding services provided by MITEC each semester. Again, through the cooperative atmosphere of sharing which permeates all MITEC operations, student-planned programs have provided a wealth of experiences ranging from presentations given by noted practitioners, in- and out-of-state, to small-group sessions and learning stations concerned with many diverse subjects of student-teacher interests, to just plain fine food, "country sunshine," and the chance to experience each other outside the usual constraints of the school setting. This spring the student-teacher session will be followed by a supervising-teacher retreat where teachers will experience essentially the same student-planned program. Supervising teachers suggested this arrangement, and the MITEC staff is eager to prepare the evaluations made by each group. County superintendents have facilitated the success of this in-service program by permitting teachers to attend on school time.

How Has State Regionalization Affected the Operation of MITEC?

With the recent state establishment of Regional Educational Service Agencies (RESA), our area, Region III, quickly found that the four counties represented will have for next year **one** in-service catalog for all four counties, similar school calendars, opportunities to plug in any or all of MITEC's teacher in-service programs. This approach suggests multiple advantages for all agencies represented. One Valley college has recently instituted a continuing education component with many offerings related to teachers and teaching. These offerings have the potential of being plugged into the general county program in an over-all in-service consortium more expansive than previously experienced in any of these four counties.

Since MITEC is now an arm of RESA, Region III, there could have developed strong agitation for its complete subsumption under the RESA board with governance passing generally to counties of Region III. The long-established aura of parity and shared sovereignty, coupled with the fact that the executive director of Region III is one of the original persons who facilitated the founding of MITEC and has continued to be one of its strongest supporters, has led toward a continued opportunity for MITEC to set its own policies relating to teacher education through its Board of Directors but within the general framework of RESA. Thus, a strong partnership continues to prevail in all operations of the Teacher Education Center.

Do Optional Modules Help to Strengthen the Brew?

In order to provide a variety of alternative, relevant real-world experiences for prospective teachers wider than those ordinarily encountered in student-teaching situations, MITEC developed a range of optional experiences and local, state, national, and international settings. As the interest in this program increased, a special-project coordinator was hired to expand and improve the options. These experience modules may be in addition to, or as a part of, the prescribed curriculum of a MITEC college or university and may vary from one week to one semester in length, depending on the nature of the option chosen and the particular interest and needs of the student teacher.

The many options include the following situations:

1. Working with children in learning disabilities centers.
2. Tutoring in a Job Corps Center.
3. Teaching in community school settings.
4. Living and working in an urban school setting in Pittsburgh.
5. Working with and learning about the culture of American Indian children in Potsdam, New York.

6. Traveling to another nation for an inter-cultural educational experience, Mexico City, Montreal, or Spain.
7. Gaining insight in how to work with young and older adults in Career and Technical Centers or in Opportunities Industrial Centers.
8. Teaching in innovative, open-space, and open-education schools.
9. Spending a portion of the summer working in creative programs.
10. Teaching in the Appalachian Educational Laboratory Employer-based Career Education Program
11. Teaching in another center within West Virginia.

Though the range of opportunities is wide, the personnel involved various and diverse, and the situations fraught with potentially explosive components, it would seem once again that forward momentum has resulted from the agitation of various ferments. The liaison efforts of the coordinators, student-teacher interests and excitement, the positive feedback of the agencies involved, the greater potential for employment experiences by student teachers, all have contributed to the success of the program which has thus continued to develop and expand in ways unthought of in its inception.

What New Roles And Programs Have Emerged?

School personnel have surely played a very important part in the success of many of MITEC approaches. One such person is the school-based teacher education coordinator found in each of the twenty Learning Laboratory Centers. This person is a supervising teacher, cooperatively chosen, who sets the stage for teacher education in her/his building. It is this coordinator who often gets the "mash" fermenting by assisting the principal and MITEC in the placement of student teachers. The coordinator also orientates student teachers, aides, and interns to school philosophy, and teacher roles and responsibilities in regard to the guidance, audiovisual, and other services of the school. The coordinator arranges for unique experiences for students of teaching in or outside the school, conducts seminars, encourages a supportive environment, develops a resource center for teacher education with MITEC-supplied materials, and serves as a liaison between the community, the school, the college, and the MITEC Office. Needless to say, this new role, now in its second year, has improved all MITEC programs and has been one means by which many of those potential problems always looming on the cooperative horizon have been meliorated, resulting in a smooth, tempered "run."

An internship program in Learning Disabilities related with the current RESA/MITEC Proposal for a Ninth Cycle Teacher Corps Program, if funded, would provide the next link in the chain from pre-student-teaching experiences through continuing education for teachers. This program would provide, over a four-county area, needed competency-based education focused on learning disabilities for pre- and in-service interns, teachers, team leaders, and principals and would involve children in competency-based education, including the mainstreaming of children with learning problems. It would have an effect upon those schools involved in the program relative to teaming structures and differentiated staffing patterns and would integrate efforts of the College of Graduate Studies staff and county specialists in programs dealing with special education and learning problems.

Instead of increasing governance problems, just the proposal writing alone has resulted in closer community, school, and college planning and sharing in anticipated linkage to be brought about by the funding of the West Virginia Appalachian Teacher Corps. In long-range perspective, other possibilities are seen: the development of even stronger links between community, school, and college; the expansion of the Multi-Cultural Program; and an extension of concern for intern programs in the areas of community education, administrative leadership, and teacher education specialists.

PRODUCTS

How is Evaluation Handled, and By Whom?

Always there is concern in teacher education about who does the evaluating of prospective teachers. MITEC cannot pretend to have solved all the problems attendant upon evaluation processes and products. In the early stages of MITEC there was agreement that each college would move from using strictly its own evaluation procedures to the adoption of cooperatively developed mid-term and final evaluation forms. The process requires that a shared evaluating conference procedure be used between the student teacher, the supervising teacher, and the college supervisor. This approach also permits colleges to use additional procedures to set their unique program needs and provides a needed and appreciated flexibility without encouraging complete misunderstanding within the school. Since supervising teachers are chosen on the basis of demonstrated competencies, there is a reduction of some kinds of uncertainty, confusion, and insecurity for student teachers, supervising teachers themselves, and college personnel.

MITEC has devised, through the efforts of its research coordinator, an Inter-Action Impact Model as a framework for over-all evaluation purposes. Use of the model will lead to providing information for decision making and accountability. The intention is that each year information will be collected, organized, analyzed, and reported for each MITEC objective and activity, whether short- or long-ranged. The model deals with the dimensions of students of teaching, colleges, schools, communities, the State Department of Education, and MITEC itself. Attached to the Impact Model is a Planning Model. Also, the Stufflebeam CIPP-Model is being used relative to the "context, input, process, and product."

Kanawha County School System is in the process of identifying skills for all levels, K-12, as one component of its continuous progress education design, which also involves the use of instructional learning packages and criterion-referenced testing programs as aspects of diagnosing, prescribing, and placing of students within a competency-based instructional curriculum. Putnam County is currently involved in a similar approach, and Boone County is establishing a Career and Technical Vocational Center which will be a competency-based venture and one of the most highly developed of such centers in the country.

At least one of the MITEC colleges is starting to work with its prospective teachers on constructing learning activity packages, using personalized and humanized techniques which have foamed over into use in the schools. MITEC has also included college-presented demonstrations of these packages and techniques at four Cedar Lakes retreats.

Two large, comprehensive forms of evaluation MITEC engages in each year are the Annual Report and the Proposal through the State Department of Education for continued funding of state-allocated Teacher Education Center funds. So often these tasks fall to a small handful of people who in turn do represent all components of MITEC, and the resulting reports are models of comprehensiveness. Evidently, a small dedicated group works more effectively at such tasks than a larger more comprehensive body.

MITEC would like to incorporate in its evaluation processes the new 3M computerized scoring and retrieval set-up, using perhaps numerical ratings for all categories of its mid-term and final student-teaching evaluation forms. This action could lead to jointly developed specific and common components of the teaching tasks and skills and corresponding levels of acceptability. Since feedback can be in terms of the means of those categories, colleges could arrive at their own interpretation of the data for whatever purposes of evaluation or research they would wish. With such built-in flexibility and a general adaptability of the hardware itself, there would seem to be no need for undue worry concerning the humanistic components of the procedure.

How Will Changing State Standards Affect MITEC?

Change in standards always generates much boiling and bubbling at all levels of educational concern, including community reaction. The West Virginia State Department of

Education is moving with care, caution, and concern in the direction of stating goals and objectives in competency terms. College personnel, teachers, community representatives, and state-wide Teacher Education Center staff persons have been involved with the multitude of committees working on the project. Naturally, Kanawha County's two endeavors – establishing continuous-progress education and learning packages – have been of assistance both at the state level and at the level of county understanding. Experience has been a valuable teacher.

The state-wide atmosphere of cooperation and trust in West Virginia was built on many years of credibility, starting with the State Department's involvement with the federal M-STEP in 1966 which led to cooperative efforts with other states in the project and in the founding of the State's pilot Teacher Education Center, MITEC, and in turn to the present network of six statewide Teacher Education Centers. Once again, many potential problem areas have seemingly been mollified, in part at least, by a continuous narrowing of the credibility gap between all these agencies represented in Teacher Education Centers in West Virginia. There is also a vast difference between the mandating of programs and the development of programs within a framework of parity and shared sovereignty. Even mandated input and output will change character when the credibility gap is small and a humanized atmosphere prevails. Instead of seething and sizzling with ferment, MITEC, through parity, has come to expect its development to effervesce with enthusiasm and accomplishment.

How Can The Center Concept Be Expanded?

Can expansion occur without exploding and scattering the contents of the "still?" With care, yes, valuable expansion can happen. With MITEC as a pilot center, a state-wide network of six centers has been established so far. While using MITEC as a model, the organization and management of each center is uniquely different in order to suit the needs of those it serves. Though some colleges and universities operate in more than one center, they find it rewarding and challenging to exhibit those behaviors conducive to the smooth operation of each center of which they are a part.

Many other aspects of MITEC operation already relate in one way or another to the expansion of the center concept. Certainly optional modules would be one such example. Speakers and in-service programs shared between a network of centers would be another. Still another would be the diverse kinds of arrangements centers can make within the state network of Regional Educational Service Agencies (RESA's): some have affilated, some have not as yet; some have a board vote, others do not – but all are actively engaged in teacher education. An interest in hard research and R & D procedures is growing. Centers will need more money set aside for such new ventures – for software, hardware, and for the personnel needed to accomplish these goals, particularly for outside evaluators. All centers have engaged in internal types of evaluation but need to move more toward utilizing external evaluation procedures.

MITEC sponsors a cooperative two-day recruitment program for all student teachers from the seven colleges. By centralizing the recruitment, a greater number and greater variety of recruiters come to West Virginia than would if colleges offered this service independently.

For the 1974-75 year, MITEC is adding a media technician to its staff. The technician will conduct workshops for supervising teachers and students of teaching. In addition, he will collect video-taped ten-minute samples of every MITEC student teacher. These will be available for the cooperative recruitment so that prospective employers will be able not only to interview students but also to see them in teaching action as well. For future planning, MITEC would like to make these tapes available to the colleges to be placed in each student teacher's folder.

Basically each problem encountered by MITEC has become less of a problem because of the efforts of its participants to put to effective use those basic principles upon which MITEC was established: namely, shared sovereignty, partnership, and a concern for fostering and encouraging the development of human talent and for implementing new roles in teacher education. All of its in-service programs, its precedent setting and its exemplary models of staff development have been predicated upon these principles.

DEVELOPING EFFECTIVE PRACTICUM EXPERIENCES THROUGH COLLABORATIVE GOVERNANCE

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Although various program modifications in teacher education have been formulated and implemented many shortcomings in teacher preparation still persist. Some of the more frequently cited are:

1. The lack of articulation of pre-service and in-service training programs.
2. The lack of articulation of theory and practice.
3. The lack of personalized preparation programs.
4. The lack of systematic training of public school personnel for assuming teacher education responsibilities.
5. The university supervisor is typically too remote from the practical world of the school.
6. The novice teacher does not have the opportunity to develop alternative instructional approaches.
7. The lack of formal procedures for inter-institutional decision making and policy development.

It is the contention of this writer that if teacher education is going to confront these issues successfully the university dominated pre-service structure and the school oriented in-service structure must be altered. A new organizational structure is needed which systematically involves the school system and community in the pre-service aspects and the university in the in-service aspects of teacher education.

During the past decade the teacher education center concept has been developed in Maryland to effect a means of overcoming many of the shortcomings cited above.

The teacher education center concept is a collaborative structure of school, university and community for teacher education. Other agencies such as state departments of education, model cities, etc., are participating members of this structure. In essence the concept means joint responsibility and accountability for developing and implementing pre-service and in-service programs.

UMBC and Baltimore area school systems are developing three types of centers: Elementary, Secondary and Comprehensive K-12.

The **Elementary** center consists of one or more elementary schools or an elementary school and a middle school.

The **Secondary** center consists of one or two senior high schools or one senior high school and one junior high school (7-9).

The **K-12** center consists of one or two elementary schools, a middle school or junior high school, and a senior high school.

The selection of schools to be included in a center is a mutual school-university procedure. The general criteria for selection is to provide diversity of experience for teacher candidates. From UMBC perspective it is desirable to select schools for a center which are geographically contiguous and to complement the schools in existing centers. Some of the factors considered in school selection are the diversity of student population curricula, physical facilities, instructional modes and communities.

UMBC is currently operating teacher education centers with Anne Arundel, Howard and Baltimore Counties and Baltimore City. For each center a formal agreement has been negotiated to delineate each institution's support for the operation of the centers. In general UMBC provides:

1. One-half the salary and benefits of the center coordinator.
2. One or more professors from UMBC to work in the center on a continuing basis. This constitutes the equivalent of one course per semester.
3. Cooperation with public schools for in-service activities and programs, both formal and informal, credit and non-credit.
4. Monies based on the volume of teacher education activities for center operation.
5. Research and development support for teacher education programs in the centers, and
6. Cooperation with public schools for appropriate library and audio-visual resources and other resources essential to the conduct of teacher education programs.

The school system provides:

1. Facilities for carrying out the activities appropriate to teacher education centers,
2. One-half of the salary and benefits of the center coordinator,
3. Seminar-classroom facilities for use by the coordinator, students, and the in-service group in each center, and
4. An office for each center coordinator including telephone, office supplies and secretarial assistance,
5. Cooperative assistance with the University in research endeavors,
6. Funds for selected center teachers to attend professional conferences related to the teacher education program, and
7. Center faculties and administrators who are interested, committed and competent in teaching and teacher education.

The teacher education center activities are unique inasmuch as they are not completely controlled by either the school or the university. Center activities actually constitute a second involvement for both the school and university in which each has both responsibilities and a commitment. For these reasons, the planning, development and administration of the centers is a joint undertaking.

Governance of Centers

Generally, there is one over-all governing body (a policy or executive council) which includes representation of all institutions and groups who are either directly involved or are interested. In addition to the policy council at least two other operational committees seem essential to adequate representation – a coordinating committee and a supervising teachers' committee.

The basic functions of the committees are as follows:

Supervising Teachers Committee – The function of this committee is to plan, initiate and evaluate components of the teacher education center program. In addition the committee is responsible for establishing and promoting open communication among school personnel implementing the teacher education center program and for encouraging teachers in the center to contribute to the teacher education center program and its decision-making processes.

Coordinating Committee – This committee's function is to review and implement the operational dimensions of the center program such as coordination of instruction in the professional semester, visitation plans, etc. and to establish regular face-to-face communication among persons engaged in operational decision-making and program implementation.

Policy Council — This committee considers recommendations from the other committees to develop joint policy and university/school system program coordination.

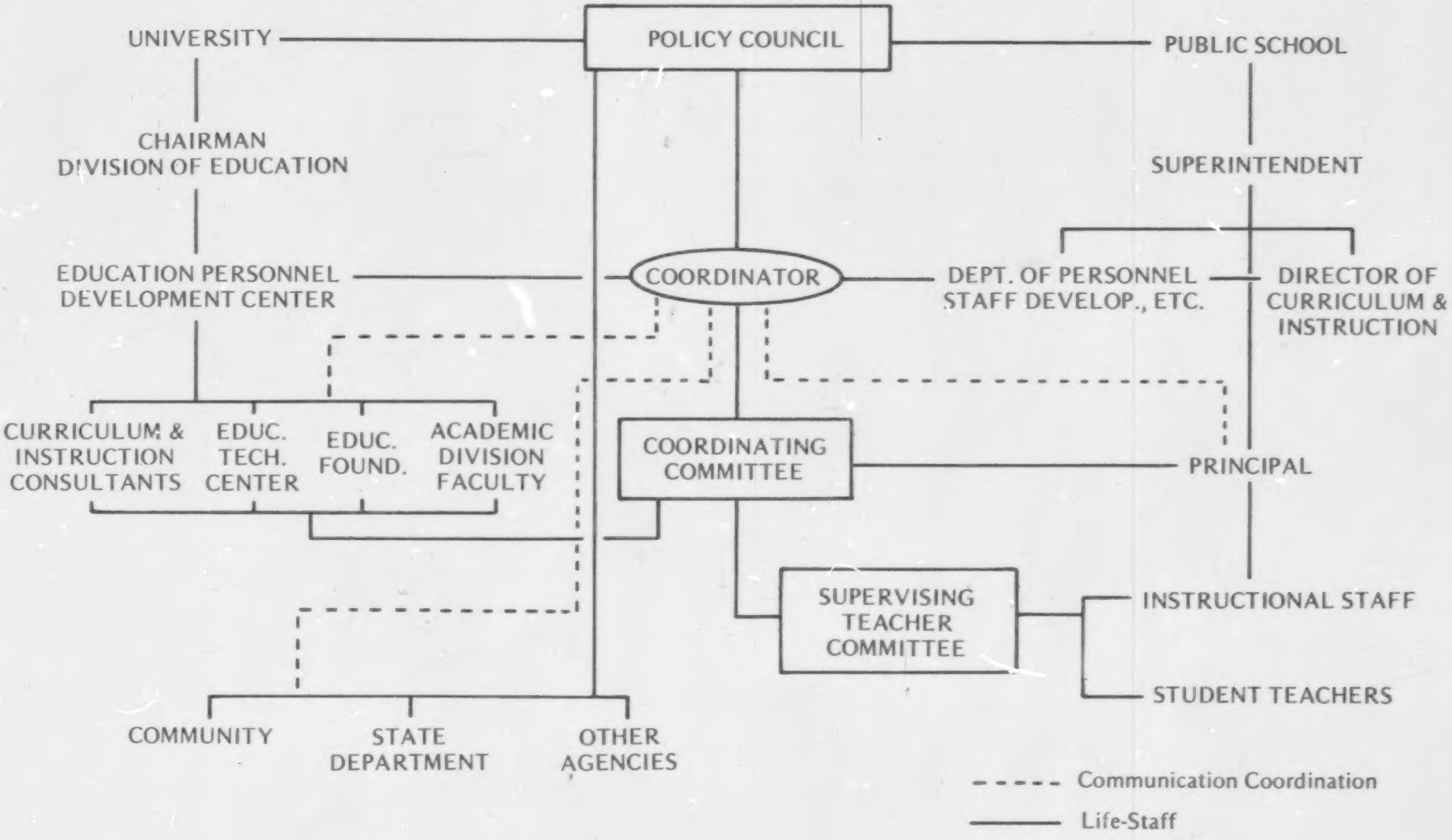
See the appendix for committee composition.

Essential to the collaboration is the **Teacher Education Center Coordinator** who is jointly employed by the university and the public school system. Through the committee structure the coordinator brings together resources of the school system and the university to develop effective practicum experiences for the pre-service teacher and in-service programs for supervising teachers. He coordinates the teacher education aspect of the program in the center schools.

As depicted in the schematic diagram on the following page the coordinator has a line-staff relationships with the university and school personnel development at the university.

In addition to line-staff relationships the coordinator establishes informal communication patterns for coordination with principals, professors and the community.

ORGANIZATION STRUCTURE FOR TEACHER EDUCATION CENTERS


UNIVERSITY
POLICY COUNCIL
PUBLIC SCHOOL
CHAIRMAN DIVISION OF EDUCATION
SUPERINTENDENT
EDUCATION PERSONNEL DEVELOPMENT CENTER
COORDINATOR
DEPT. OF PERSONNEL STAFF DEVELOP., ETC.
DIRECTOR OF CURRICULUM & INSTRUCTION
CURRICULUM & INSTRUCTION CONSULTANTS
EDUC. TECH. CENTER
EDUC. FOUND.
ACADEMIC DIVISION FACULTY
COORDINATING COMMITTEE
PRINCIPAL
SUPERVISING TEACHER COMMITTEE
INSTRUCTIONAL STAFF
STUDENT TEACHERS
COMMUNITY
STATE DEPARTMENT
OTHER AGENCIES
Communication Coordination
Life-Staff

A teacher corps project is a part of a teacher education center in Baltimore City. A variation in governance has been developed to operate both. The explanation appears in the appendix.

The teacher education center concept provides for continuous professional growth in the teaching of children and teachers. All in-service training must be of such a nature that it allows the teacher to maintain standard certification while simultaneously providing progress toward higher academic degrees. The teacher education center offers such in-service training. This program involves sequential courses, workshops and other experiences which are designed to provide the teaching and supervisory competency of the teacher. It is the responsibility of the department of staff development to counsel teachers in the centers so that the center in-service training is integrated with basic requirements for staff development – for example, certification and degree requirements. The Educational Personnel Development Center at UMBC and the Department of Staff Development are responsible for seminars and course work once an individual teacher's program has been planned. The nature of the courses offered in the centers and the coordination of them is a matter for consideration by the Teacher Education Center Committee.

Typically the in-service program encompasses:

1. Developing performance criteria for teaching functions.
2. Developing teaching competency in emerging curriculum and teaching concepts.
3. Developing competency in analyzing and modifying teacher behavior such as:
   a) making systematic observation
   b) diagnosing teaching performance
   c) conducting supervisory conferences
   d) conducting constructed and simulated teaching sessions
   e) providing video-tape feedback
   f) interpersonal communication
4. Developing competency in a teaching-supervisory team.
5. Developing competency in mediated instruction.
6. Examining theories of learning and instruction and developing instructional strategies.
7. Pursuing advanced study in subject matter fields.
8. Identifying differentiated roles and responsibilities which encompass teaching pupils, teachers and auxiliary personnel.

The center also offers considerable opportunity for "indirect" in-service education through working with student teachers. As student teachers work in a center many of their ideas are considered and incorporated into motivational programs. Additional indirect benefit occurs as university faculty work in the center in program components such as the professional semester.

Since the center concept provides for planned in-service programs, it is desirable to interrelate the indirect dimensions where possible. For example, faculty who are teaching in the professional semester may also be responsible for components in the planned in-service program.

Selecting university faculty to work in a center is also determined by the "life-cycle" of a particular in-service thrust, for example, if the in-service thrust were "Man A Course of Study," we would consider how long it would take to prepare the school faculty to teach the curriculum, plan the program and assign personnel accordingly.

University Personnel Considerations

The University faculty needs time to work with the other members of the teacher education team – the teachers in the school. In many ways the university professor is a behind-the-scenes person, teaching teachers alternative strategies to serve as exemplars for the teacher candidates. This being the case faculty members involved in the professional semester and in-service programs in the centers are necessarily in the schools a considerable amount of time. This means less time available for writing, research, etc. The criterion for promotion and tenure must provide a reward system for such participation. Various investigations related to center work should be considered in lieu of writings for journals, etc. For that matter the center provides professors many opportunities for joint research with county personnel on a variety of issues. Many other means of reward are no doubt available. However, proper incentive must be provided for participation in off-campus programs.

Also, as schools develop alternative staffing patterns it has implications for center teacher involvement in teacher education. To date any training that has been given teachers for their role as a teacher of teachers (supervising teachers, etc.) has implied that this role was completely separate from and adjunct to their role as a teacher of pupils. With the redefinition and differentiation of roles in the teacher education centers, retraining becomes mandatory. The following examples suggest a role differentiation plan for teachers in a teacher education center.

Role Differentiation in Teacher Education Centers

The following description and schematic representation of differentiated roles and responsibilities for teacher education and teaching are exemplary of those to be determined in later stages of a center's development.

Auxiliary personnel – non-classroom, non-instructional: This person performs tasks such as hall monitoring, lunchroom monitoring, student dismissal and arrival routine, home visits, etc.

Auxiliary personnel – classroom, non-instructional: This person performs tasks such as making lunch counts, keeping attendance records, ordering supplies, and other clerical routines and assisting functions – library, counseling, etc.

Auxiliary personnel – classroom, instructional: Those instructional tasks which the regular teacher can relinquish are delegated to this group of personnel. These tasks might include evaluation of pupil work, small-group supervision, constructing tests, etc.

Assistant Teacher: This teacher candidate is involved on a limited basis with students. The assistant teacher might tutor individual students, perform instructionally related tasks, and teach short, independent segments in a small group or classroom setting.

Associate Teacher: This teacher candidate gradually assumes major on-going instructional responsibilities. These experiences may vary in number, duration, subject matter, grade level, and ability groupings, depending upon needs, interests of the class, and developmental patterns of the individual.

Teacher: This teacher has a B.A. degree and is minimally qualified for the normal range of instructional responsibility of a beginning teacher. The teacher works full time with students and is closely supervised. Most of his clerical and routine functions have been assumed by other personnel as described above.

Career Teacher: He is beyond the entry stages of competence and responsibility. The career teacher functions as an independent teacher with primary responsibility for the instructional program. He spends from full time to 3/4 time with students. He is developing staff-development skills of a particular nature. Teachers from this group might begin to pursue diversified responsibilities in curriculum development, research, educational technology, teacher education, etc.

Senior Teacher: This teacher has a master's degree, or higher, and has demonstrated competency as an instructional leader. The senior teacher is willing and able to assume responsibility for innovations and curriculum development. He spends approximately 60% of his time with students, may function as a team leader, and assumes broad responsibility for staff development.

Principal-Teacher: He is the instructional and personnel development leader. This teacher is responsible for the principals' responsibilities as traditionally viewed, except for those things dealing with the procurement and utilization of facilities and materials. The latter would be handled by the school manager.

Intern-Teacher Education: This career or senior teacher has minimal responsibility for the initial experiences of assistant teachers. He has released time to participate in training programs which have both theoretical and direct experiences. Examples of typical functions performed by interns are supervising observation experiences and assisting in the general training of assistant teachers.

Assistant-Teacher Education: This person trains assistant teachers or associate teachers by providing supervised experiences. He works with them and the "intern in teacher education" in a fashion comparable to the traditional supervising teacher.

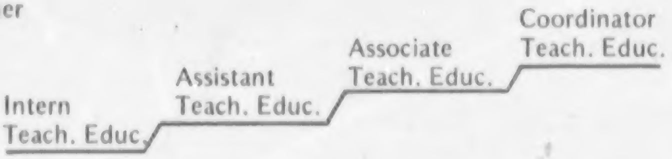
Associate-Teacher Education: He works closely with the coordinator and serves as a consultant to the "assistant in teacher education." He diagnoses teaching difficulties and prescribes graduated, sequential experiences. The associate in teacher education demonstrates expertise in evaluation. He plans and conducts meetings and seminars for pre-service teachers.

Coordinator: He coordinates the program of pre-service and in-service staff development. He works closely with associates and assistants in teacher education. A more complete role description occurs earlier in this paper.

Once the level of career teacher has been reached, a teacher can advance along any of several dimensions. These dimensions include specialities such as educational technology, research, curriculum development, or teacher education – our focus. This dual differentiation is schematically presented below.

A MODEL FOR DIFFERENTIATING ROLES AND RESPONSIBILITIES OF STAFF IN TEACHER EDUCATION CENTERS[1]

Professional
- **Principal-Teacher
- *Senior Teacher
- *Career Teacher
- Portal Teacher (Beginning – Supervised Teacher – Full Time Student Contact)



Pre-Professional
- Associate Teacher (Student Teacher)
- Assistant Teacher (Pre-student Teacher)

Para-Professional
- Auxiliary Personnel/Classroom (Instructionally Related)
- Auxiliary Personnel/Classroom (Non-Instructionally Related)
- Auxiliary Personnel/Non-Classroom (Non-Instructionally Related)

*Differentiation for Teacher Education can be developed from either a Career or a Senior Teacher position.

**Administrative and business functions of the school would be handled by a business manager, thereby releasing the principal to become the institutional leader.

Even though this model provides for differentiation of responsibility for Teacher Education, the same general plan could be used to differentiate for educational technology, research, curriculum, etc. (i.e., a person could progress from an intern in educational technology to an assistant in educational technology to an associate, etc.).

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[1] Prepared by James A. Collins & David B. Young while at the University of Maryland, College Park

Program Development

In order to provide a frame of reference for pre-service program development and relevant practicum experiences several assumptions and models concerning teaching/learning will be examined:

1. Woodruff's Cybernetic Learning Model
2. Performance Based Teacher Education
3. Teaching as Decision Making
4. An Involvement Realism Continuum for Practicum Experiences

Woodruff's Model – Woodruff's model is based on his premise that the purpose of teaching is to facilitate learning and that learning is a change in behavior.

Woodruff points out that the behavioral process may be visualized as a cycle and the thinking human being as a cognitive energy system. (A cybernetic or energy system.) More specifically the learner's behaving-learning cycle consists of sensory input, formation of mediating variables, use of variables in decision-making and other forms of mediation, behavior output and feedback. The student begins with his sensory intake process through his receptor organs. The next phase is percept storage and concept formation, which can be called thinking, and which gets one's perceptual inputs ready to use. The decision-making phase is next and anticipates consequences both rationally and effectively and commits an individual to a trial or response action. The trial phase completes the cycle and gives it its cybernetic quality.

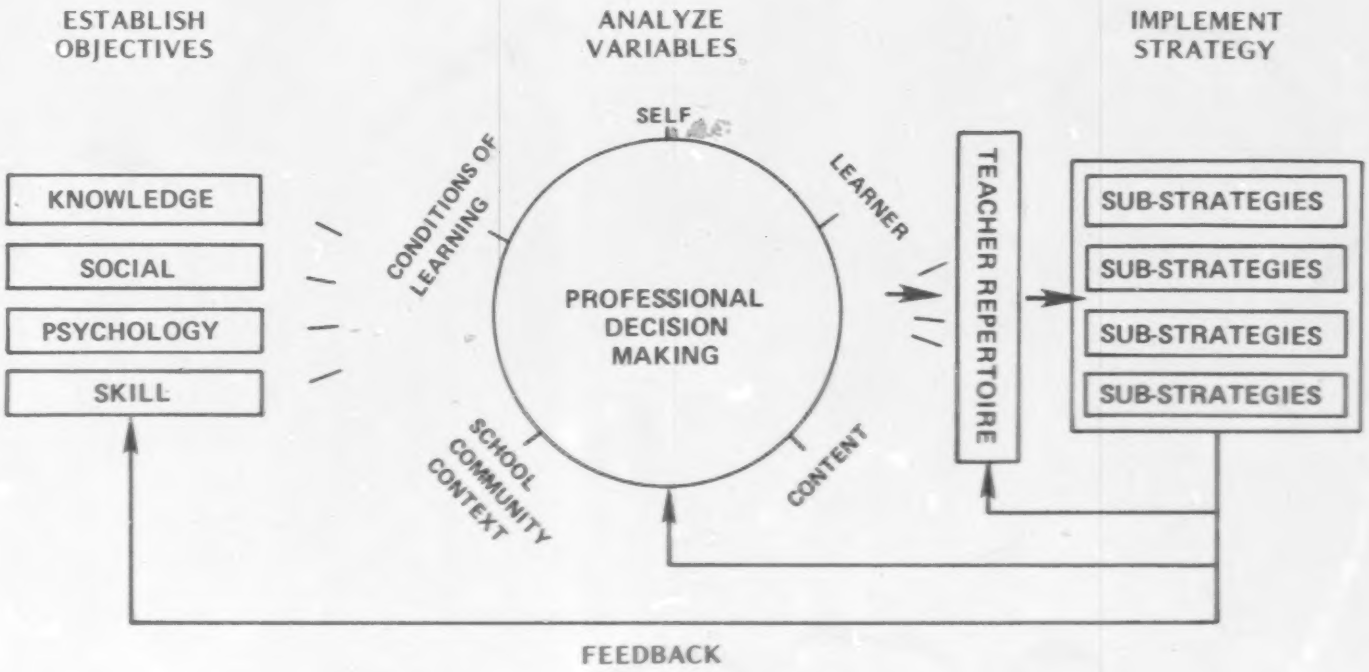
Woodruff's model implies that the consequences of previous behavior is input for subsequent behavior. A novice teacher's only perceptual input has been observation of teaching as a student. This suggests the need for practicum experiences which gradually induct the novice through performance into the complexities of teaching.

Performance Based Teacher Education – In recent years educators have attempted to analyze the art of teaching in order to identify component and/or prerequisite skills. Lists of Teaching Skills were generated at Stanford. A task force comprised of Education faculty and school personnel at the University of Maryland, College Park identified the Dimensions of Teaching and at UMBC the Teaching Competency Record was developed. In general each represents observable teaching behaviors (competencies) often grouped according to functions or other categorization. The competencies in the UMBC Teaching Competency Record are essentially the terminal objectives for the program. A narrative report and the completed TCR comprises the evaluation of each student's performance.

Teaching as Decision Making – In spite of various generalizations about instructional procedures a basic premise with little or no question by many experienced educators is that each teacher, each learner, and each teaching-learning situation is unique. This premise suggests the need for the teacher candidate to be a competent decision maker. The model on page 88 illustrates the functional components of an instructional system design process.

The model suggests that it is first necessary for a teacher to define both general and specific learning objectives – hopefully objectives which define rather precise behavioral outcomes for the intended learners as well as knowledge, social, psychological outcomes. The second phase is the analysis of relevant factors that will influence the particular instructional design (see the discussion below). Finally, the teacher determines rather precisely what activities he and the learners will engage in, under what conditions, and with what materials or in what facilities. The model suggests that there will often be several substrategies in the overall strategy. It further depicts that the strategies are determined by one's repertoire of knowledge, skills, etc. Implementation of his plan follows, of course, and unless the teacher lives in a perfect world of his own fantasy, he will at least evaluate the effectiveness of his instructional scheme to see how it might be modified, replaced, or supplemented.

INSTRUCTIONAL SYSTEM MODEL

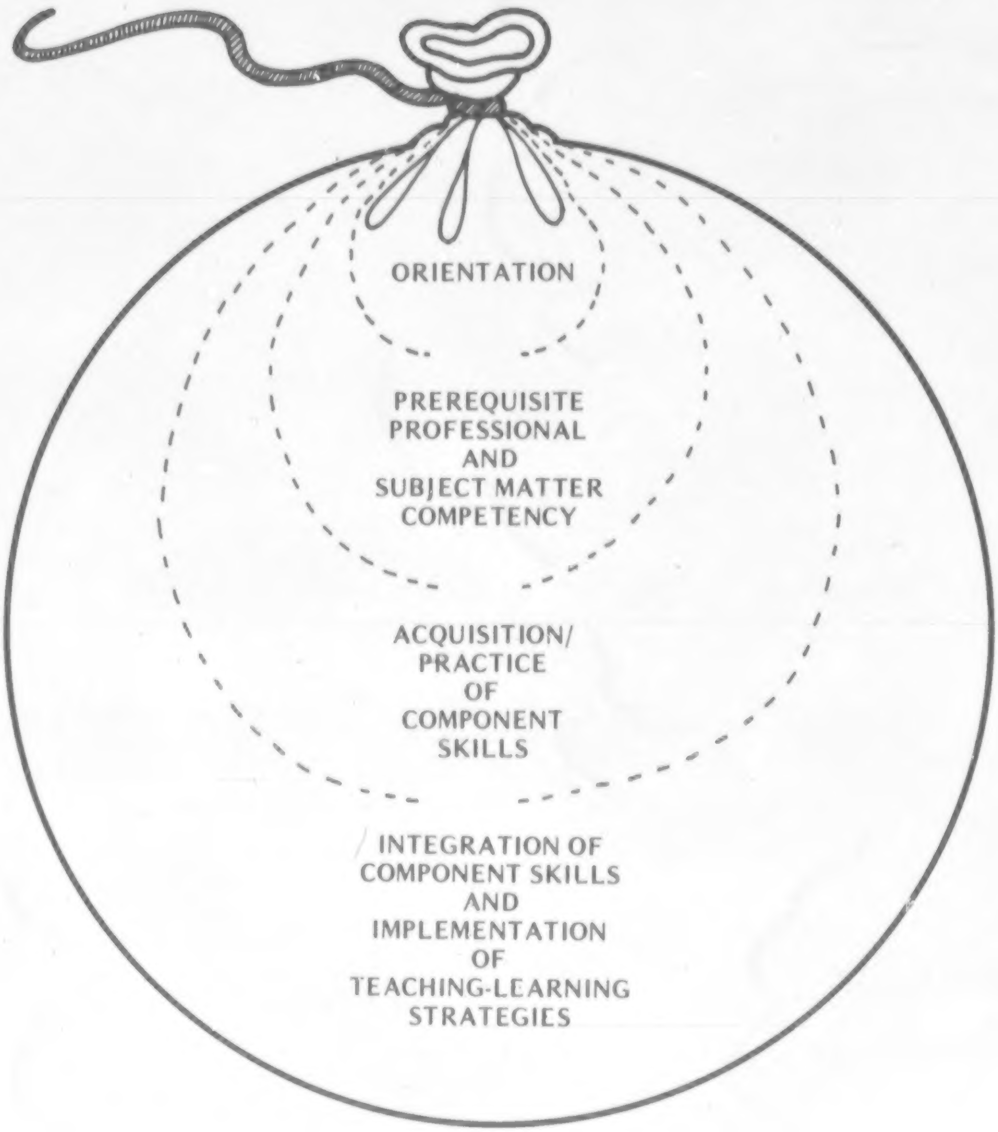

ESTABLISH OBJECTIVES
KNOWLEDGE
SOCIAL
PSYCHOLOGY
SKILL
ANALYZE VARIABLES
SELF
LEARNER
CONTENT
SCHOOL COMMUNITY CONTEXT
CONDITIONS OF LEARNING
PROFESSIONAL DECISION MAKING
TEACHER REPERTOIRE
IMPLEMENT STRATEGY
SUB-STRATEGIES
SUB-STRATEGIES
SUB-STRATEGIES
SUB-STRATEGIES
FEEDBACK

An Involvement-Realism Continuum for Practicum Experiences

The Teacher Education Center becomes the place for providing a variety of simulated, constructed and real practicum experiences for the novice. The ultimate development of a center permits the meaningful integration of theory with practicum experiences by relocating methods and other courses at the center. In a similar manner, courses that remain on campus can be made more relevant by providing concurrent practicum experiences in the center. It is envisioned that the center staff will team with university personnel in teaching courses for students at the center and on campus. See the discussion on professional semester.

Although desired, practicum experiences have not occupied a dominant position in teacher education programs. This has been due in large measure to the difficulty in making arrangements with schools. With a full-time coordinator located in center schools, administrative arrangements are facilitated. Experiences can be better suited to the learning objectives and individual needs.

Many teacher educators are suggesting increased realism in teacher preparation. The implication for teacher education is to develop practicum experiences graduated along a continuum of involvement-realism. (See diagram.) This is to say, teachers developing competency in given teaching functions may first study the behavior through readings and observations, practice the behaviors, and finally implement the complete strategy in real situations. This does not mean to imply that attaining competency in all teaching functions will require a full continuum of activities; some competencies may be attained in only one step. In the next section the involvement-realism continuum is applied to a specific (function) strategy of teaching.


ORIENTATION
PREREQUISITE PROFESSIONAL AND SUBJECT MATTER COMPETENCY
ACQUISITION/ PRACTICE OF COMPONENT SKILLS
INTEGRATION OF COMPONENT SKILLS AND IMPLEMENTATION OF TEACHING-LEARNING STRATEGIES

EXPANDING INVOLVEMENT IN
EDUCATIONAL PERSONNEL DEVELOPMENT

Sample Practicum Experiences Continuum

The teaching function "inducing thinking and valuing" has been chosen to illustrate a continuum of alternative practicum experiences designed for the attainment of competency in a selected teacher behavior.

Teacher Behavior

In an instructional situation, the teacher asks questions which require students to become involved in higher mental processes such as classifying, comparing, translating, interpreting, inferring, applying, synthesizing, analyzing, evaluating, predicting, and describing.

Suggested Activities

Type I – Activities which orient the teacher to the stated teacher behavior

1. Ask teachers to read and study materials which present both a rationale for using such questions and a description of their instructional role. In class discussion, summarize both rationale and instructional role.
2. Show teachers two video-taped recordings, one showing pupils engaged in higher mental processes and another showing pupils engaged in recall. Ask teachers to contrast and compare the mental processes being used in the two situations.
3. Ask teachers who are observing in a classroom to record questions asked by the classroom teacher along with corresponding pupil answers. Teachers can then classify the questions they have recorded as either requiring recall or requiring involvement in higher mental processes.

Type II – Activities which help develop a repertoire of prerequisite and/or concomitant skills to the stated behavior:

1. Show teachers a video-taped recording of students responding to questions in a classroom setting and request them to categorize the type of higher mental processes the pupils are engaged in.
2. Give teachers a list of questions which may evoke a variety of higher mental processes. Ask them to categorize the questions in terms of which higher mental process they are likely to evoke.
3. Present to teachers a video-taped or filmed model of a constructed instructional situation which exaggerates a specific category of questioning behavior.
4. Present film clips at different grade levels and in different subject areas of a teacher interacting with pupils. Stop each clip immediately after a student response. As each clip is stopped, provide teachers with a list of questions and have each teacher underline those questions which could be used to evoke selected higher mental processes. Then view the remainder of the film clip to see what questions are used and observe the student's responses.
5. Give teachers a selection to read and ask them to construct questions about the selection which would evoke a variety of higher mental processes.
6. Show teachers a video-taped or filmed classroom teaching episode in which no higher mental processes are evoked but potentially could be. Ask them to construct questions for the lesson which would evoke a variety of higher mental processes.
7. Give teachers a lesson plan and instruct them in constructing questions which could be used in the lesson. With a series of such lesson plans, instruction would be provided in all categories of questions evoking higher mental processes.

Type III Activities which provide for the acquisition and practice of alternatives of the stated teacher behavior (simulated or constructed teaching-learning situations):

1. In small groups, have teachers practice asking questions of one another which evoke specific categories of higher mental processes.
2. Have teachers conduct a micro-teaching session (teach-reteach), with or without video tape) in which each of the specified categories of questions is practiced.
3. Have teachers conduct a micro-teaching session in which a teacher teaches, views a model of specified categories of questioning, and teaches again for practice.

Type IV — Activities which provide for the selection among alternatives of the stated behavior, for the performance of the stated behavior, for the performance of the stated teacher behavior and for integration with other teacher behaviors in school instructional situations:

1. Ask teachers who are teaching in an on-going instructional situation to ask questions which evoke higher mental processes as a part of a total instructional strategy.

The foregoing is an example of applying the involvement realism continuum to a specific teaching (function) strategy. In a like manner we can apply the involvement-realism continuum to a program component or to the total professional program.

Professional Semester/Integration Phase

The professional semester is intended to be an integrative experience for the teacher candidate in which involvement and realism are maximized. (See diagram page 93.)

The candidate must now identify with the professional as opposed to his peers on campus. In some cases we merely take the college classroom to the school and make "on-campus" — like assignments.

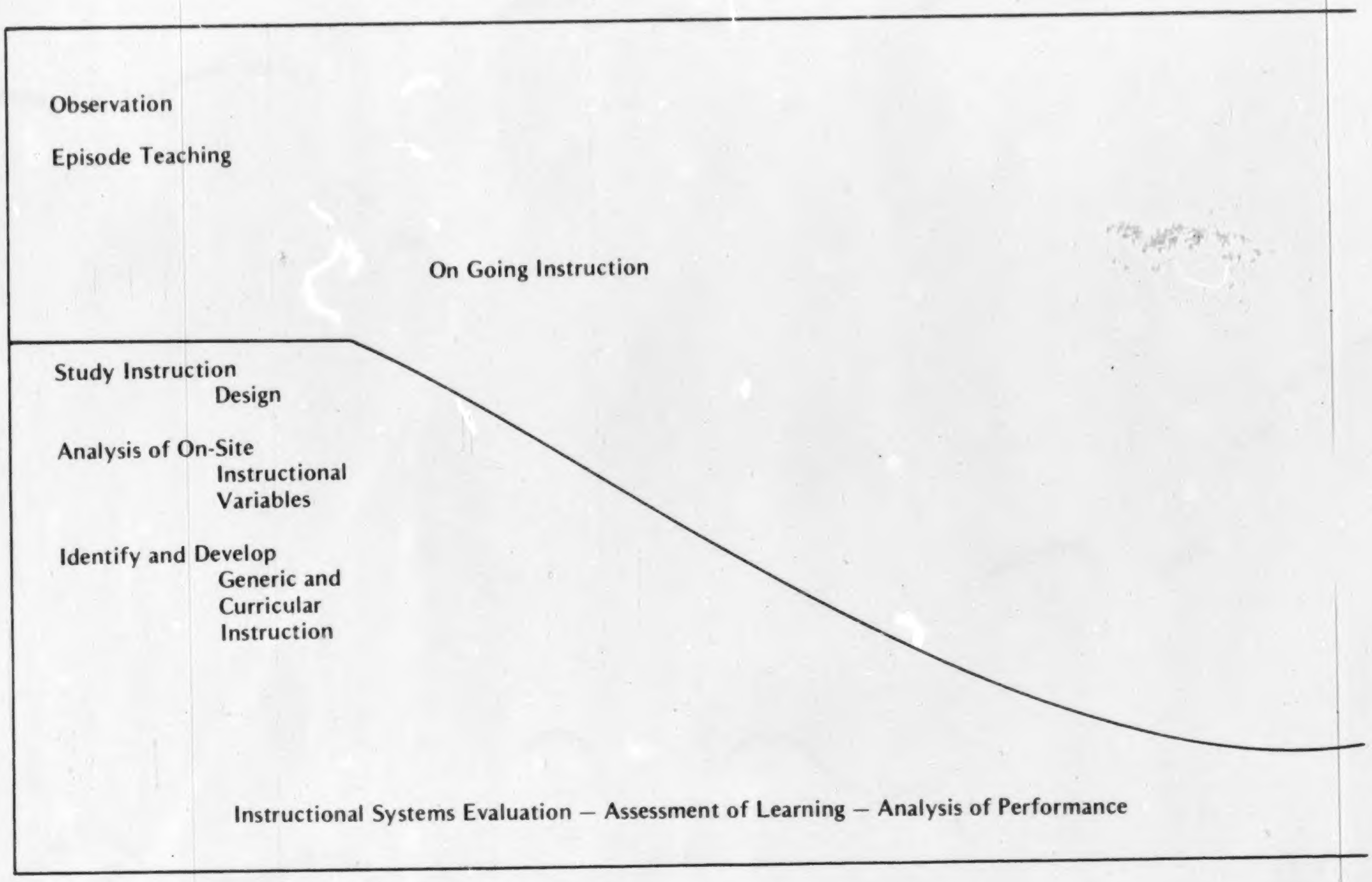
In many ways the professional semester seems to have become the catchall — a popular "in-thing," a way to make up for lack of reality in the program before. Let's not take the methods courses off campus — leave the course there! The professional semester should focus on study, application and interpretation of alternative teaching-learning strategies in different on-going learning environments.

The advantage of **direct** observation of strategy, **direct** application of alternative strategies in a **real** environment, and immediate assessment and analysis of performance of both teacher and pupil is obvious.

Such things as learning to operate AV equipment or learning science concepts would be best taught on campus in laboratories; such things as foundation courses, decision strategies, and teaching techniques should precede the application/integration phase. The concept demands "active" instruction in teaching rather than pre-packaged courses on methods. The instruction is formed (scheduled) consistent with the school environment and not the university's computer, faculty convenience, etc.

Often university faculty have other teaching responsibilities during the professional semester — they shouldn't. Active teaching based on the real situations in the school means that the methods instructor will need time to identify various on-going examples of teaching-learning strategies. A model is worth **many** thousands of words.

TEACHER PREPARATION
INTEGRATION PHASE


Observation
Episode Teaching
On Going Instruction
Study Instruction Design
Analysis of On-Site Instructional Variables
Identify and Develop Generic and Curricular Instruction
Instructional Systems Evaluation – Assessment of Learning – Analysis of Performance

Professional Program

The final semester for many students is student teaching and more recently the professional semester or year. In either case we may fall short of the goal of preparing a teacher who can "put-it-all-together" if prerequisite experiences have not been provided. This suggests total program revision.

The following diagrams represents an example of the involvement-realism continuum for practicum experiences applied to a four year teacher preparation program.

A PROFESSIONAL PROGRAM

Course Sequence	Content	Practicum
Field Experience	Orientation – Description of teaching-learning & school-community environment	Observation Aide Tutor
History/Philosophy of Education	Historical-philosophical perspective on the status-quo-implications for change-strategy for change	Observation
Curriculum Principles Evaluation I	Identify objectives of instruction Identify variables of instruction Develop strategy for decision-making	Observation Micro-teaching Video-tape analysis
Educational Psychology	Principles of learning Principles of development Identifying teaching behaviors-skills	Observation Micro-teaching
Socio-Cultural Dimension of Education	Implication of environments for education	Observation Participation in community
Audio Visual Communication	Machine operation Principles of communication Communication strategies	Observation Micro-teaching
Methods I	Generic skills of teaching Specific skills of teaching e.g., Science, Math., etc. Supporting knowledge base e.g., Science & Math. concepts, foreign language mastery	Micro-teaching Observation Episode teaching
Curriculum Principles Evaluation II or Methods II or "Professional Semester"	Instructional systems design, identify, develop, implement strategy, generic and curricular related instructional systems evaluation Assessment of learning Analysis of performance	Observation Episode teaching On-going instruction

In conclusion, if teacher education is going to meet the challenge, then the basic structure must change. A structure is needed which involves a number of institutions and agencies in developing, planning and operating programs for teacher preparation. Practicum experiences do not just happen or fit a pre-planned semester; they are an integrated part of a student's program. In this way resources are maximized, joint accountability is achieved, and a teacher preparation is reality-oriented.

APPENDIX

COMMITTEE STRUCTURE FOR UMBC/ANNE ARUNDEL COUNTY TEACHER EDUCATION CENTERS

Approved Amendment to Operating Agreement
July 5, 1972
Anne Arundel County/UMBC Policy Council

Three committees have been established for Teacher Education Center governance in Anne Arundel County. The basic functions of the committees are:

(a) the involvement of teachers in operational and policy decision making.

(b) the establishment of regular, face-to-face communication among persons engaged in operational decision-making and program implementation.

(c) the development of joint policy and university/school program coordination.

The three committees and their specific functions are as follows:

(1) **Supervising Teachers Committee**

The function of this committee is to initiate, plan and review components of the Teacher Education Center program. In addition the Committee is responsible to establish and promote open communication among school personnel implementing the Teacher Education Center program. To encourage teachers in the Center to contribute to the Teacher Education Center program and its decision-making processes.

Half of the teachers on the Elementary Committee will be appointed by the principal and the other half elected by the faculty.

Two of the secondary teachers on the Secondary Committee will be appointed by the principal and three will be elected by the faculty.

One of the qualifications for appointment or election to the Supervising Teacher Committee will be that the teacher has shown interest in or has past experience with student teachers.

(2) **Teacher Education Center Coordinating Committee**

This Committee's function is to review and implement the operational dimensions of the Teacher Education Center program. This Committee would meet at least monthly. It is suggested that initially a separate elementary and secondary committee be formed during the first year and that during the first year that they meet at least once together for articulation and to consider at that time their possible merging.

(3) **Anne Arundel County/UMBC Policy Council**

The function of this Committee is to consider recommendations from the Coordinating Committee and to formulate policy.

The three elementary teachers and two secondary teachers who serve on the Teacher Education Coordinating Committee and the one elementary and the one secondary teacher who serve on the Policy Council will be selected by the Supervising Teacher Committee.

The specific membership of each of these committees is set forth below:

Supervising Teacher Committee

Function — Initiate, plan and review components of the Teacher Education Center Program.

Elementary

4 — Teachers Bodkin Elementary
4 — Teachers Woodside Elementary
2 — Teachers Pumphrey Elementary
1 — Coordinator

Secondary

5 — Teachers Glen Burnie High
5 — Teachers Corkran Junior
1 — Coordinator

Teacher Education Center Coordinating Committee

Function — Review and implement the Teacher Education Center Program.

Elementary

3 — Principals—One from each School
1 — Area Supervisor
1 — Coordinator
1 — UMBC Faculty—(Working in Center)
4 — UMBC Area Coordinators
3 — Teachers—One from each School
1 — Student Teacher
1 — Director of Staff Development—
Anne Arundel County Schools

Secondary

2 — Principals—One from each School
2 — Area Supervisors
1 — Coordinator
1 — UMBC Faculty—(Working in Center)
4 — UMBC Area Coordinators
2 — Teachers—One from each School
1 — Student Teacher
1 — Director of Staff Development—
Anne Arundel County Schools

Anne Arundel County/UMBC Policy Council

Function — To consider recommendations from the Coordinating Committee and formulate Policy.

1 — Chairman, Division of Education, UMBC
1 — Superintendent, Anne Arundel County Schools
1 — Director, Educational Personnel Development Center, UMBC
1 — Director, Staff Development, Anne Arundel County Schools
2 — UMBC Faculty
2 — Coordinators
1 — Director of Elementary Education, Anne Arundel County Schools
1 — Director of Secondary Education, Anne Arundel County Schools
1 — Principal — Elementary
1 — Principal — Secondary
1 — Teacher — Secondary
1 — Student Teacher

PROFESSIONAL SEMESTER TASK CHART

Elementary

1. EPDC assigns professional semester students to teacher education center.
2. Teacher education center coordinator orients professional semester students to teacher education center. One year early.
3. UMBC faculty meets with teacher education center faculty.
4. Teacher education center coordinator and principals identify professional semester faculty.
5. Teacher education center coordinator organizes Coordinating Council (UMBC faculty, professional semester students, supervising teachers).
6. Teacher education center Coordinating Council with students develop professional semester outline.
7. Teacher education center coordinator discusses professional semester with Supervising Teachers Committee, one semester ahead.
8. UMBC faculty meets with teacher education center faculty to plan in-service.
9. Teacher education center Coordinating Council continues to plan professional semester.
10. Teacher education center coordinator meets with UMBC faculty to plan in-service.
11. Teacher education center coordinator develops master logistics schedule.
12. Teacher education center coordinator discusses final professional semester plan with students.
13. Teacher education center coordinator develops final in-service plan.
14. Teacher education center coordinator arranges in-service registration as appropriate.

PROFESSIONAL SEMESTER PLANNING

Secondary

For Fall '74	For Spring '75	
10/15	3/15	EPDC submits tentative list of professional semester students to teacher education center coordinators.
10/25	3/25	Teacher Education Center coordinators discuss needs based on list with Supervising Teachers Committee or with Coordinating Committee.
11/1	4/1	Teacher Education Center coordinator reports to EPDC feasibility of providing experiences for students on list.
11/10	4/10	Teacher Education Center coordinator meets with Supervising Teachers Committee with revised plan.
11/10	4/10	Teacher Education Center coordinator forms Coordinating Committees for each discipline with help of department chairman and principal.
11/20	4/20	Teacher Education Center coordinator and UMBC faculty members hold preliminary meetings.
11/25	4/25	Teacher Education Center coordinators and UMBC faculty meet with cooperating teachers to begin planning (with student input) professional semester outline.
11/25	4/25	UMBC faculty continues to plan with teacher education center faculties.
12/2	5/2	Teacher Education Center coordinator develops master logistic schedules.
12/15	5/20	Teacher Education Center coordinator orients professional semester students to teacher education center.
1/20	8/25	Teacher Education Center coordinator discusses professional semester in-service plan with students.

PROFESSIONAL SEMESTER/IN-SERVICE TASK ANALYSIS

Fall 1975 – Spring 1976

EPDC	Establish Application Deadline	9/1/74	2/1/75
EPDC	Advertise Application Deadline	9/15/74	2/15/75
EPDC	Request Summary of TEC In-Service Needs	9/15/74	2/15/75
EPDC	Summarize Applications by Level, Subject Matter Methods and Location Preference	10/15/74	3/15/75
EPDC	Explain Professional Semester Concept to TEC Faculty as Necessary	10/15/74	3/15/75
EPDC	Present Summary of Professional Semester Applications to TEC Committees, Functional Areas and Level Faculty for Review and Recommendations	10/20/74	3/20/75
EPDC	Receives Recommendations from TEC Committees	11/1/74	4/1/75
EPDC	Summarizes Recommendations on Professional Semester and In-Service Needs	11/5/74	4/15/75
EPDC	Receives Recommendations from UMBC Areas and Levels on Professional Semester	11/15/74	4/15/75
EPDC	Receives In-Service Needs from TEC Committees	11/15/74	4/15/75
EPDC	Presents Summary and Recommendations on Professional Semester and In-Service Needs to Coordinating Council	11/15/74	4/15/75
UMBC	Coordinating Council Recommends Professional Semester and In-Service Plans to Chairman	12/1/74	5/1/75
C&I ETC F EPDC	Coordinator/Director Identify Faculty for Professional Semester and In-Service Components and Recommends to Chairman	12/10/74	5/10/75
Chairman	Assigns Faculty as Appropriate	1/1/75	6/1/75

Organizational Structure for Baltimore City Teacher Education Center and Baltimore City Teacher Corps

The grantee organization for the Baltimore Urban Teacher Corps will be the Baltimore City Public Schools System. The organizational structure of this system is headed by a superintendent, Dr. Roland Patterson. Fiscal policies relating to the operation of the program will be those which have been set by the Baltimore City Public School System. Consequently, these will be the policies governing all agencies under the City of Baltimore government.

Policy decisions will be made by an executive council which will be comprised of three members of each of the cooperating and collaborating colleges, six members of the Baltimore City School System and six members from the School Districts Region 2 and Region 5 area communities.

The three cooperating-collaborating colleges are Coppin State College, Morgan State College and the University of Maryland, Baltimore County. Dr. Charles Sanders, Dr. Leroy Fitzgerald and Mrs. Bette Nunn will serve as the Coppin State College representatives to the program. Dr. Richard James, Mr. Leroy Durham, and Mr. Sidney G. Edwards will represent Morgan State College on the Baltimore Urban Teacher Corps Executive Council. Dr. Richard Neville, Dr. David Young and Mrs. Virginia Redd will constitute the UMBC Executive Council representation. The remainder of the council will be comprised of the Superintendent of Region 5, Mr. William Murray, and the Superintendent of Region 2, Mrs. Thelma Cox. The citizens of the catchment areas indigenous to Region 2 (Dunbar Community School) and the Region 5 (Lower Park Heights Community) where the projects will be housed, will be represented by six community leaders of the following organizations:

Mrs. Lucille Gorham, Chairman of the Baltimore City Citizens for Fair Housing and the Fairmount Hills Save the Homes Project

Mr. Russell Stewart, President of the East-West Community Organization

Mrs. Gloria Gray, PTA President, Greenspring Junior High School

Mrs. Dora Sewell, President of the Northwest Baltimore Youth Referral Division

Mrs. Claudette Chandler, Parent of Students at Greenspring Junior High School and School 62.

Mr. Nathan Irby, President, PTA School No. 135.

Professional Organizations for Teachers – PSTA and BTU

Dunbar Community School Principal, Mrs. Julia Woodland

Region 5 – Principals of Elementary Schools 223, 234 and 62

Region 5 – Principals of Junior High Schools 222 and 82

Community and Student Affairs Committee of Region 5 and 2.

The Executive Council will become formally established upon approval of the proposal by the Teacher Corps of Washington, D.C.

Within a week following notice of approval from Washington, the Executive Council will meet, nominate and elect a permanent chairman.

The procedure for nominations and election is as follows:

a. Every member of the Executive Council is eligible for nomination and election.

b. There will be no specific nominations as such. Each person, in secret ballot, will vote for his or her choice by writing that person's name on his ballot.

c. The ballot will be tallied. If one person has received a majority (not a plurality), he is named Chairman. If no clear majority is achieved in the first vote, the two top vote getters will constitute the nominees, and a secret ballot will choose one of them.

The tallying committee will be one Dunbar student and the representative of the Maryland State Department of Education.

The functions of the Executive Council will be

- to determine curricular and other experiental offerings
- to assign staff and professional responsibilities
- to allocate budgetary resources for carrying out project objectives
- to recruit and employ project personnel
- to monitor the performance of staff personnel in concert with project policy
- to effect mechanisms for the solution of logistical problems attenuating the conducting of the project
- to keep the public informed on all matters related to the project
- to draw up a budget for the allocation of project resources
- to approve all budget requests relating to the performance of project objectives
- to conduct on-going evaluations of all aspects of the project
- to establish all matters relating directly to the implementation, functioning and evaluation of the project particularly as these involve inter-agency and inter-organizational cooperation and collaboration

The Executive Committee will appoint the following standing committees:

Committee on Community Relations

Committee on Training and Curricular Experiences

Committee on Research Monitoring and Evaluation

The Executive Council will be empowered to appoint from time to time other permanent sub-committees and Ad Hoc committees should the necessity for the appointing of these arise.

The Council is expected to operate in a democratic fashion restricted only by the constraints imposed by legal conditions governing the Grantee and Grantor agencies. Consensus and parity in policy decision making and equity in all deliberations will be sought.

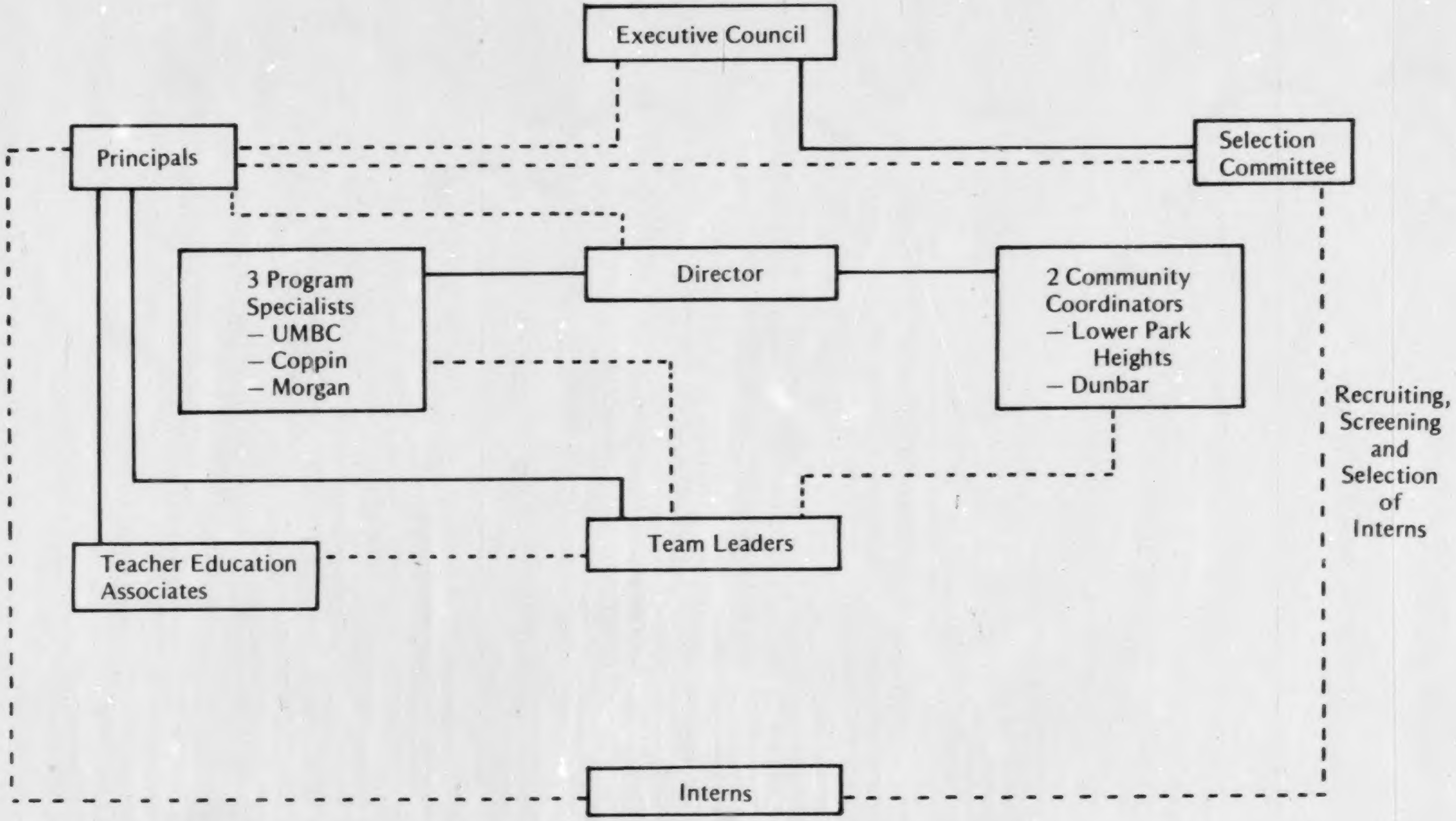
The function of the Community Relations Committee will be to engage the active participation of all elements in the community. As a result, its primary function will be to obtain the in-puts of all the diverse elements within the catchment areas. A corollary responsibility of this committee will be to insure that the articulated needs and expressions of these elements do not die stillborn. It rather has the responsibility to see that the legitimate requests of the community are translated to educational policies and come to fruition in the form of behavioral objectives. It has a charge to assure that expression of these concerns will not become exercises in futility. Under no circumstances shall this committee become merely a sounding board for the ventilating of citizen frustrations.

The Committee on Training and Curricular Experiences is designed to effect, alter, monitor and modify training modules in concert with lessons born of trial and error in the operation of the project, the professional implications notwithstanding. This committee must reflect a cross section of representation of all subsets of the Executive Council. As a resultant consequence, lay people will be making educational policy decisions. As these decisions are most likely to affect the lives of their children, it is quite fitting and proper that they should do so.

The primary purpose of the Committee on Research Monitoring and Evaluation is to provide empirical data for making policy and logistical decisions governing the operation of the project. As both summative and formative evaluations will be necessary, it is expedient that this committee meet on a bi-monthly basis despite the fact that many lay persons may not have technical research expertise. They must be equitably represented on this committee because policy decisions will be generated on the basis of data gathered through empirical and even reductionist methodologies.

ORGANIZATION CHART

Lines of Communication and Direction


Executive Council
Principals
Selection Committee
Director
3 Program Specialists
— UMBC
— Coppin
— Morgan
2 Community Coordinators
— Lower Park Heights
— Dunbar
Team Leaders
Teacher Education Associates
Recruiting, Screening and Selection of Interns
Interns